



TERRITORY OF  
**NEW GUINEA**  
REPORT FOR  
**1969—1970**



COMMONWEALTH OF AUSTRALIA







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*Swedish schoolgirls collect information, pamphlets from the Papua and New Guinea exhibit at the 'Australia—200 Years' display at the Skandinaviska Bank, Stockholm*



*Report to the General Assembly of the United Nations*

ADMINISTRATION OF THE  
TERRITORY OF  
NEW GUINEA

1 JULY 1969 – 30 JUNE 1970

*(Submitted in conformity with Article 88  
of the Charter of the United Nations and on the basis of  
the questionnaire approved by the Trusteeship Council  
on 6 June 1952 as amended on  
24 July 1958 and 7 July 1961)*

COMMONWEALTH OF AUSTRALIA



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# Territory of New Guinea Annual Report 1969-70

## PART I. INTRODUCTORY DESCRIPTIVE SECTION

### CHAPTER 1

#### GENERAL DESCRIPTION OF THE TERRITORY

##### *Area and Location*

The Trust Territory of New Guinea extends from the equator to eight degrees south latitude, a distance of 400 nautical miles, and west to east from 141 degrees east longitude to 160 degrees east longitude, a distance of 1,000 nautical miles. The land area of the Territory covers some 92,160 square miles and includes that part of the Island of New Guinea north of the border with Papua and east of the 141st meridian of longitude, the islands of the Bismarck Archipelago, of which New Britain, New Ireland and Manus are the largest, and the two northernmost islands of the Solomon Group, namely Buka and Bougainville.

##### *Topography*

The central core of the New Guinea mainland is a massive cordillera which extends from one end of the island to the other, a distance of approximately 1,500 miles. This cordillera is one of the great mountain systems of the world, reaching in several places to a height of over 14,500 feet. It represents an axis of Tertiary and Mesozoic mountain building situated in a zone of crustal weakness separating the relatively stable Australian continental mass from the Pacific Ocean.

The highest peak in the Territory is Mount Wilhelm (approximately 14,762 feet)\* in the Bismarck Range. Despite the fact that the main ranges extend throughout the length of the island and form a complete divide between north and south flowing drainage, they do not consist of a single chain but form a complex system of ranges separated in many cases by broad upland valleys. The principal units of this system in the Territory are the Star Mountains and the Hindenburg, Muller, Kubor, Schrader and Bismarck Ranges. All of these reach an altitude of over 10,000 feet or more and each has an individual character. The width of the main range varies from 50

miles at its narrowest part to 150 miles at its widest. Broad grass-covered valleys are to be found in the wider portion of these highlands. Some of these valleys are fertile, and generally enjoy a good climate. Marginal to the highlands, dissection has been proceeding apace and has resulted in intensely rugged juvenile topography.

Running parallel to the main ranges, but separated from them by the Central Depression, are the northern mountains. The Central Depression is a great trough of structural origin including the Sepik River basin and the valleys which contain the Markham and Ramu Rivers. The Ramu and Sepik Rivers flow in opposite directions and enter the sea close to each other between Hansa Bay and Wewak. The Markham River flows into the Huon Gulf near Lae. The ranges which constitute the northern mountains, running east from the Territory's western border are as follows: the Bewani, Torricelli and Prince Alexander Mountains (north of the Sepik River) and the Adelbert, Finisterre and Saruwaged Mountains (between the mouth of the Ramu River and the Huon Gulf). The mountains north of the Sepik do not exceed 5,000 feet in height, but in the Finisterre and Saruwaged Ranges of the Huon Peninsula some peaks exceed 13,000 feet. These latter ranges are particularly rugged and include numbers of near-vertical precipices several thousand feet in depth.

The coastal areas of eastern New Guinea show the features associated with a slowly rising littoral. One of the most significant features is that with few exceptions the rivers are not navigable. Another feature is the raised reefs which extend almost continuously from the Sepik delta south-easterly to Cape Cretin. The Morobe coast between Salamaua and Morobe is a drowned littoral and there is a complete absence of raised coral from the mouth of the Markham River to the Papuan border. A notable feature of the north coast is the belt of off-shore volcanic islands which stretches from Wewak to Dampier Strait (west of New Britain).

New Britain is the largest of the islands of the Bismarck Archipelago. There are two main lines of ranges in the island—the Whiteman

\* Most recently calculated provisional height, subject to adjustment of  $\pm 15$  feet.



and Nakanai Ranges in the south which trend from south-west to north-east, and the Baining Mountains of the Gazelle Peninsula, trending north-west and south-east. The low relief of the north coast is broken by many sharp volcanic peaks which in some cases reach 7,000 feet in height. These volcanoes are mostly of the explosive type and catastrophic eruptions have occurred in recent times. There is a cluster of volcanic mountains containing several peaks over 3,000 feet high at the western end of New Britain and another group of volcanoes further east of the Kimbe Bay and Open Bay areas. On the Gazelle Peninsula near Rabaul there is an area of recent volcanism. Apart from the mountains the whole of New Britain may be classified as shore-line, coastal plains or swamps. The coast-line is approximately 1,000 miles in length around most of which fringes and barrier coral reefs, although not continuous, are extensively developed.

New Ireland has a length of nearly 200 miles, an average width of seven miles, and a maximum width of thirty miles. It is exceedingly mountainous: the Rossel Mountains in the south rise to 6,430 feet and the Schleinnitz Mountains in the north rise to 4,100 feet. The Lelet Plateau is to the south-east of the Schleinnitz Mountains and has an average height of 2,600 feet.

The coasts of New Ireland are relatively straight and exposed and afford little shelter. They have been subject to recent elevation and there has been an extensive development of raised coral reefs.

Manus Island is about 50 miles long from west to east and its greatest width is about 17 miles. The island is mostly hilly and deeply dissected. Along the coast steep slopes alternate with swampy lowland bays and there is no continuous coastal plain. It is fringed by almost continuous coral reefs.

Bougainville is the largest island in the Solomon Islands, being about 127 miles in length with a maximum width of about 49 miles. In the interior, a massive mountain range runs the length of the island and is known as the Emperor Range in the north and the Crown Prince Range in the South. It contains two active volcanoes: Balbi, which is 8,502 feet and Bagana, which is 5,730 feet. Shoals and fringing coral reefs are common off the coast of the island.

Buka Island, just north of Bougainville, is 35 miles long and 9 miles wide. A range of volcanic hills runs the length of the west coast and reaches a maximum height of about 1,300 feet. On the east coast is a lower range of hills formed of coral limestone terraced on their seaward slopes. The east and north coasts are steep with wooded cliffs. The west and south coasts are protected by a barrier reef, two to three miles off-shore, studded with a number of small coral islets.

There are some 600 lesser islands within the Trust Territory, mainly of volcanic origin or coral formation.

### *Drainage*

The terrain over most of New Guinea, New Britain and New Ireland is composed of rugged mountain ranges which run along the lengths of these islands. This topography and the high rainfall of these islands together give rise to a drainage pattern which is characterised by frequent mountain torrents and short swift-flowing streams. The Sepik is the only river navigable for any great distance by craft larger than canoes or launches. Vessels of draught up to thirteen feet can sail upstream some 300 miles from its mouth.

This drainage pattern makes the development of permanent road links through these islands very difficult, and is a serious hindrance to any kind of travel.

Swamps are common. Tidal swamps which are almost entirely composed of mangroves occur intermittently round the coasts where the land is regularly submerged at high tide. Riverine swamps are to be found in the Sepik basin while grass and reed marshes are common in the mid-Sepik and mid-Ramu areas where the low-lying terrain is almost continuously under water.

There are some small lakes in the Territory but none is of any physiographic or economic importance.

### *Climate*

Lying wholly within the tropics between the continents of Asia and Australia, the Territory of New Guinea has a typical monsoonal climate. The north-west monsoon season, during which the winds blow from a north-west or westerly direction, lasts from December to March and the south-east trades season, when



the winds blow from the south-east or east, lasts from May to October. In April-May and October-November transitional periods occur during which the wind changes its direction. The time and intensity of the winds vary from year to year as in other monsoonal regions.

Both the north-west monsoon and the south-east trades reach the Territory heavily laden with moisture. As a result, most of the Territory has an average annual rainfall of more than 100 inches. The highest figures are recorded on coasts and mountain-sides exposed to the steady south-east trades. Southern New Britain and the higher mountains of the Huon Peninsula, for example, have an average annual rainfall of 250 inches or more. Wide valleys parallel to the east coast such as the Middle and Upper Ramu valleys, and enclosed valleys in the highland regions such as the Bulolo valley, where the average annual rainfall is about 60 inches, lie in 'rain shadow' zones and have a relatively low rainfall.

In some areas rainfall throughout the year is generally uniform, but because of the effect of the topography on the rain-bearing winds most places have a definite seasonal distribution, receiving their greatest rainfall in one or other of the two main wind seasons. The island of New Britain illustrates this perfectly. As the mountainous backbone of the island lies across the direction of the seasonal winds, the north coast receives most of its rainfall in the north-west monsoon season, during which the south coast is relatively dry. The central mountains here form an effective barrier and place the south in a 'rain shadow'. During the south-east trades season, however, the southern coast experiences heavy rain while the protected northern coast remains dry.

The length of day varies only slightly throughout the year, with a half-hour difference between the limits of sunrise and sunset. Dawn and twilight are of short duration.

Atmospheric temperature and humidity are uniformly high throughout the year and summer and winter seasons as experienced in the temperate latitudes do not exist. The mean maximum temperature is about 90 degrees Fahrenheit and the mean minimum about 73 degrees Fahrenheit in coastal areas. The diurnal temperature variation is between ten and fifteen degrees Fahrenheit in most places.

### *Natural Resources*

*Soils.* Most of the inland country is covered with shallow, heavily leached and infertile soils. Notable exceptions are to be found in the broad valleys, such as the Ramu and Markham, and an appreciable part of the plateau regions of the central mountains, including areas in the vicinity of Goroka, Mount Hagen, Aiyura and Chimbu, where either alluvial soils or soils of volcanic origin occur.

The soils of the coastal areas are of varying fertility, ranging from shallow, relatively infertile soils formed from decomposed coral to very fertile, deep alluvial and volcanic soils. From the evidence available, it appears that the greatest possibilities for agricultural development are on the latter two groups of soils. The better alluvial soils are of recent origin. Alluvial soils of varying quality occur widely throughout the Territory, the largest areas being on the coastal plains and in the broad river valleys, not only on the valley floors, but frequently also on the adjoining slopes. There are appreciable areas of volcanic soils along the north coast of New Britain and in the Rabaul area, where most of the commercial and agricultural development of the island is centred. Extensive areas of volcanic soils also occur in Bougainville. As a general rule the soils of greatest fertility are those where volcanic activity has been recent.

*Minerals.* Minerals known to occur in the Territory include gold, platinum, osmiridium, silver, copper, iron, lead, zinc, nickel, chrome, sulphur, low-grade coal and various gemstones. Of these only gold has assumed economic significance. Gold is produced principally from the Wau-Bulolo area of the Morobe District. Large low-grade deposits of copper ore have been revealed at Panguna in the Bougainville District and operations, which will lead to production in 1972, have been commenced.

*Vegetation and Timber Resources.* The luxuriant vegetation includes a great wealth of plant species and by far the greater part of the Territory still bears natural vegetation little affected by man. Much of the Territory has now been investigated botanically and thousands of species have already been identified. The flora of the Territory has much in common with that of northern Australia, but because of considerable Asian elements, New Guinea is reckoned botanically as part of the Indo-Malayan region.



Except for low-rainfall areas most of the Territory below 6,000 feet is covered by rain forest, characterised by a thick overhead canopy which cuts off the sunlight and inhibits the growth of small bushes. Except for isolated high trees the ceiling is dense and fairly uniform in height. Many trees are buttressed by roots which radiate several yards from the trunk.

Secondary growth, consisting of a thick tangle of bushes, brambles and creepers, is found throughout the rain forests, usually in small isolated patches near villages, or where the land has previously been cleared for gardens.

At altitudes of about 6,000 feet the rain forest usually gives way to moss forest which persists to the edge of the alpine vegetation at about 11,000 feet. The trees of the moss forest are lichen-covered and festooned; the ground is carpeted with a layer of moss and decayed vegetation many feet thick.

Above 11,000 feet the trees are stunted conifers and other species constituting what is known as alpine forest. The timber is rarely continuous, but grows in stands separated by stretches of grassland over which tree-ferns and shrubs are scattered. Trees are rarely found above 12,000 feet, where grasslands predominate.

Some areas in various parts of the Territory are completely covered by tall grasses, usually kunai or kangaroo grass. Very extensive grasslands occur in the Waria, Markham, Ramu and Sepik valleys and in the highlands. Some of these may be natural grassland, but in most cases there is little doubt that they have been caused by fires or clearing.

In the swamp lands there is a large variety of plants. Mangrove is to be found between the limits of tides on most flat areas along the coast and also along rivers. It covers the delta of the Ramu River. Nipa palm is often associated with mangrove and patches of it grow in the less salty parts of the large rivers. In general the mangrove occurs nearest the sea with nipa behind it extending to the limits of the brackish water. Sago palms grow generally in swamps beyond the limits of brackish water, numerous stands occurring along the Sepik and Ramu Rivers. Pit pit, which grows to a height of about twelve feet and resembles wild sugar cane, is also to be found in swampy low-lying country, usually lining stream banks, but it is not widespread.

There are several timbers which have economic possibilities; they are mainly softwoods, although a few durable hardwoods exist. (The development of timber and other forest industries is dealt with in Chapter 6 of Section 4 of Part VI of this report).

#### *Fauna*

The fauna of New Guinea is closely related to that of Australia. However, the long isolation of the New Guinea group of islands has resulted in the survival of some species which have become extinct on the continent.

There are over 100 species of mammals. Among these marsupials predominate, the largest being the tree kangaroo. The phalanger family is represented by several species of which the cuscus and red bandicoot are members. There is only one carnivorous animal, the dasyure, known in Australia as the native cat, but it is extremely rare. Non-marsupials include the echidna (or spiny anteater). Bats, rats and mice are common.

There are about seventy species of snakes, many of which are poisonous. The non-poisonous varieties include boas and pythons. Lizards are common and many species are represented. Tortoises and crocodiles are found in the rivers and sea.

More than eighty species of amphibia exist, all of which belong to one or other of five families of frogs; many of these are arboreal.

New Guinea is the home of numerous brightly coloured birds. Most are of Australian origin, but many have come from the Malayan region. The Bird of Paradise and the Cassowary appear to be of native origin. There is an abundance of cockatoos, parrots and lorries, pigeons, kingfishers, honeysuckers, thrushes, warblers and shrikes.

The waters of the Territory contain over 1,400 species of fish, most of which are found in brackish and salt water. In reef waters the most common species are trevally, parrot fish, schnapper and many other varieties which are important as food. Mackerel and tuna are common throughout the year in reef and adjacent waters. In the estuaries and at the mouth of the rivers mullet, bream, cod and milk fish are to be found.

The fish species of the highland rivers are far less varied, and of the few species found, the eel-tail catfish is the most common.

Members of the group *Crustacea* are well represented, the species of crayfish and prawn being typical of the Indo-Pacific region.



The Territory teems with insects and most places are alive with ants, cockroaches, flies, sandflies, mosquitoes and many other types. Some of these are dangerous, the most harmful to humans being the malaria-carrying mosquito and the typhus-bearing mite. Certain species of borers and coconut hoppers are detrimental to plants. Butterflies are numerous, large and often beautifully coloured.

Discussion of the fauna of the Territory would be incomplete without some mention of the giant snail, which was introduced by the Japanese as a food during the war. Work is being carried out continuously to control the spread of this potentially serious pest, which has caused much damage to village gardens in areas of New Ireland, New Britain and adjoining islands.

CHAPTER 2

PEOPLE

Population

At 30 June 1970 the indigenous population of the Territory was estimated to exceed 1,772,744, made up as follows:

Particulars	Males	Females	Persons
Enumerated Population—			
Children .. ..	387,712	365,151	752,863
Adults .. ..	541,113	469,453	1,010,566
Total .. ..	928,825	834,604	1,763,429
Estimated Balance ..	..	..	9,315
Grand Total ..	..	..	1,772,744

A comparison of the statistics of the indigenous population at 30 June 1969 and 30 June 1970, taking into account the revised estimates of uncounted population, indicates that there has been a small natural increase, resulting in a net overall gain of about 60,000. These figures are obtained by the Department of District Administration which carries out, usually annually, censuses of village populations involving a bare minimum of characteristics.

Concurrently with Australian censuses since 1947 (i.e. 1947, 1954 and 1961) censuses of the non-indigenous population of the Territory were carried out under the *Census Ordinance* 1947. This Ordinance, which did not apply to indigenes of the Territory, was repealed by the *Census (Papua and New*

*Guinea) Ordinance* 1966. Under the 1966 Census Ordinance, passed by the House of Assembly in March 1966, the Administrator may declare a period to be a census period, appoint a person to be the Statistician for the purposes of the Ordinance, and this Statistician may cause to be collected information in relation to a time within a census period from the whole population or part of the population of the Territory. A census was conducted during 1966. Details can be found at page 5 of the Annual Report for 1966-67.

*Changes and Movements of Population*

Few of the indigenous people travel outside their linguistic groups except to trade or work. As in many other countries, the towns provide an attraction and there is some drift of population to them. The permanent or semi-permanent population in towns and main centres is given a measure of stability by second and third generation town dwellers. The growing towns pose administrative difficulties in connection with housing, recreation, employment and social services generally, but the growth rate is not large enough to constitute a major problem.

Friction sometimes occurs between groups, but rarely to the extent of creating an administrative problem. Social control among town dwellers is becoming vested in such organisations as the Rabaul Welfare Committee, which is representative of all migrant groups in that area. The Committee concerns itself with such matters as employment and repatriation and maintains a constant review of urban social conditions.

The intensive economic development and expansion of education, infant and maternal welfare and general health services, which have taken place among the indigenous population since the war of 1939-45 have resulted in population increases in many areas. There is, however, no general shortage of land for subsistence purposes, but isolated shortages have occurred in some of the more densely populated areas such as the Chimbu Valley in the Chimbu District and the Maprik Sub-district of the East Sepik District. There has been some population movement from the Chimbu Valley through intermarriage with surrounding communities but large-scale resettlement is not sought there. Concerning Maprik, 3,200 acres of land have been purchased in the Wosera area and some 300 people have resettled in this area. In other



areas of high population such as the Wabag Sub-district of the Western Highlands District, land resources, while adequate for subsistence, may be insufficient for progressive agricultural development schemes. The Department of Agriculture, Stock and Fisheries is continuing work in these areas to improve local agricultural techniques and raise the output and quality of food and cash crops. In the Chimbu, Maprik and Wabag areas an intensive survey has been conducted into population growth, soil fertility, farm practices and other matters so that the extent of the problem may be gauged and, where necessary, remedial measures planned.

Investigations are continuing on areas suitable for re-settlement. Two thousand acres of land in the Gazelle Peninsula and 532 acres at Embenob, near Madang, have been leased to local government councils and 25,500 acres to individuals in connection with land development and settlement schemes. Additional to this, 17,000 acres of land in the Gazelle Peninsula have been made available to relieve population pressure there. Fifteen thousand acres have been subdivided into 300 settlement blocks and the remaining 2,000 acres of plantation land is being made available shortly. Additional land is being made available.

One of the duties of officers in the field is to determine what lands are surplus to the foreseeable needs of their owners and might therefore be available for purchase for use by others.

#### *Structure of Tribal Societies*

*Ethnic Structure.* The indigenous people of the Territory may in general be grouped with the Melanesians who occupy the greater part of the Western Pacific. There is a great diversity of physical types and linguistic groups among them.

The distinction sometimes made between Papuan and Melanesian racial types lacks clarity as there is a great deal of overlapping between groups and much variation within each group. There is some confusion also because these terms have been used in linguistic studies, and linguistic groups do not necessarily coincide with physical groups. Probably the chief conclusion from physical studies has been that the origins of the Territory's people were diverse and that there has been a good deal of movement and mixing among the ancestors of the present-day people. Generally,

it may be said that the Papuan is representative of the interior, while the Melanesian is representative of the coastal and island areas.

A few groups of such short stature that they have been described as pygmies or negritos have been recognised. Apart from stature, however, they do not appear to have any greater differences from their neighbours than those generally found between the Territory's groups, and it has been suggested that they may not be a distinct immigrant type but may have developed locally from ancestors similar to those of their neighbours. The main group in this classification is in the Aiome area of Madang District.

In the north-west islands of the Manus group are small groups of people physically resembling the inhabitants of the area commonly called Micronesia and they have been classified as Micronesian. There appears to have been considerable mingling between these people and neighbouring Melanesians.

The few Polynesian groups are found only on the Tauu and Nukumanu Islands and other small adjacent atolls.

*Linguistic Structure.* The linguistic pattern is varied and so great is the diversity that members of villages only a few miles apart are often unable to understand one another without the aid of an interpreter. In coastal areas groups speaking the same language are seldom composed of more than 5,000. In the Chimbu and Western Highlands Districts there are some larger groups. These include the Enga language group in the Mount Hagen and Wabag Sub-Districts, the Medlpa language groups in the Mount Hagen Sub-District, which is composed of more than 30,000 people and the Kuman language group in the Chimbu District, which is larger still.

Polynesian languages are spoken in a few small eastern islands such as Tauu and Nukumanu, and Micronesian influences are evident in some of the small language groups of Manus District. For the rest of the Territory, the languages fall into one or other of two broad divisions. On the one hand are languages of the Melanesian type. These are related to one another within the Territory and to other Melanesian languages spoken in the Western Pacific. They belong to the Austronesian family of languages, though some of them exhibit non-Austronesian characteristics. On the other hand are languages which are frequently called Papuan, but, since it has



not been possible to demonstrate any relationship between them, it appears undesirable to give them a name that suggests that they belong to a type.

Generally speaking, the Melanesian languages are spoken in the Manus District, the Bismark Archipelago, Bougainville and the coastal areas of the New Guinea mainland where they frequently appear side by side with non-Melanesian languages. Melanesian languages are spoken near the coast: they are spoken farthest inland in an area about 70 miles inland in the Markham Valley. Non-Melanesian languages have been heard in every district though they are rare in New Britain and New Ireland. They are heard throughout the New Guinea mainland interior and part of the coast and are spoken by a greater number of people than are the Melanesian languages.

A great many people also speak Melanesian Pidgin, which has become the lingua franca for the whole of the Trust Territory. The vocabulary includes a large number of words of English derivation, some Melanesian terms and a few German, Malay and Polynesian terms. The grammar is simple and based on Melanesian. It is quickly learned by the indigenous inhabitants among whom it has spread rapidly as a means of overcoming the multiplicity of local languages and dialects which formerly were a bar to communication and understanding between groups.

*Indigenous Religions.* Magico-religious beliefs and practices are an integral part of the indigenous cultures. They are numerous and diverse in character and are largely based on ancestor and spirit worship. Belief in a supreme being or a limited number of deities has not been observed, the emphasis having been on respect for and attempts to please and propitiate a number of spiritual beings, some remembered ancestors, some existing from the remote past. At times these beings are given a location in certain material objects. Generally, the attitudes of the indigenous people towards the universe are anthropomorphic. Supernatural beings are generally conceived of as being human and approached according to patterns of sacrifice, atonement and intercession but the attitude to such beings could not properly be called 'worship'. There is widespread belief in the existence of individual spirit doubles which have some resemblance to the soul and which are thought to survive for various periods after death. Generally, mourn-

ing rites play a significant part in the people's lives, while placation of the ancestor's ghosts is often important in rules governing agriculture, hunting, fishing, etc. There are numerous myths and legends closely identified with prevailing beliefs in magic by which the attributes of inanimate things may be acquired. The people have not built up a consistent theology or magicology but continue their magical practices because tradition has given these a validity. Usually no clear distinction is made between the 'natural' and the 'supernatural' so that magical and religious arts are thought of as quite practical ways of coping with certain aspects of physical reality. Sickness and misfortune are often ascribed to sorcery, the breaking of taboos, or to malevolent spirits. The concept of fortuitous 'accident' is nearly always limited and in many areas non-existent.

Male cultic societies occur in many parts of the Territory and are commonly associated with, among other things, the initiation of young men into adulthood.

The individual's right to his own customs and beliefs is recognised by law. Those magico-religious practices which are repugnant to the general principles of humanity are prohibited by law. At the same time the people are quite receptive to the evangelistic work of the Christian missions and there are now considerable groups which are largely Christianised. In many cases, of course, traditional magico-religious beliefs and practices persist in Christian communities.

There has been no major religious or quasi-religious movement in the Territory for some years. Such movements as have taken place have usually been on a small scale and of short duration. The practices adopted have usually been a synthesis of Christian and traditional rituals, frequently based on a wrong conception of European ideals and methods.

*Social Structure.* Social systems vary considerably in detail throughout the Territory, but in outline conform to a pattern usual in the Western Pacific region of Melanesia (and indeed among indigenous societies in many other parts of the world) and can be said to be based upon the family.

The chief characteristics of the social structure are:

- (i) the prevalence of a subsistence economy with a limited range of difference in individual wealth;



- (ii) the recognition of bonds of kinship with obligations extending beyond the family group;
- (iii) generally egalitarian relationships with an emphasis on acquired rather than inherited status; and
- (iv) a strong attachment of the people to their land.

Other characteristics typical of New Guinea and other parts of the Western Pacific and Melanesia are the small size of the political unit and general absence of formal political institutions. Emphasis is placed on the acquisition of material goods, not primarily for personal consumption or the creation of differential living standards, but rather as a means of establishing individual prestige and status within the community through the giving of feasts and the performance of complex sequences of gift exchanges.

Most of the people are subsistence farmers who also produce some cash crops for sale or barter. The latter activity has been greatly increased in the post-war years to form a basis for economic progress, and in the more advanced areas is becoming more important than traditional subsistence agriculture, which however, remains and ensures the people's livelihood even if the prices of cash crops should fall. Generally, subsistence farming is based on a system of shifting cultivation. Land is cleared but only one or two crops are taken from it, after which it is allowed to revert to bush or grass. Before a crop is planted a major clearing effort is usually required. The crops planted in this way include yams, taro and sweet potatoes. In some places, however, food collection from naturally growing plants such as the sago palm is more important than cultivation. Yams, taro, sweet potatoes and sago and also subsidiary foods may be found in the one area, but usually one of the four forms the staple food of any particular group. Domestic pigs are kept and are numerous in some areas. They are regarded as a token of wealth and prestige, to be reserved for feasts and special occasions, rather than as a source of daily food. In coastal areas the indigenous people fish and everywhere some form of hunting adds to the variety of the diet, but the quantity of meat thus obtained is small and the protein intake is limited.

The division of labour between the sexes involves the extension of women's work beyond domestic duties within the home. In

the main, women maintain the garden, though men do the initial clearing and such heavy work as fencing. Planting, harvesting and some maintenance are the work of both sexes, with variations from place to place in the extent of either's duties.

Articles of trade importance may be made by either men or women. Clay pots, for instance, which in various places are a basis of exchange, are made by women in many areas.

Features of the indigenous system of work are the small degree of specialisation and the high degree to which each individual is equipped to carry out all duties considered suitable for his or her sex. A few practices, particularly in the spheres of art and magic, may be confined to a few people or to individuals within some communities and some individuals are naturally more skilled than their fellows in particular activities; but, except as provided for through division between the sexes, all individuals perform the same type of work and can practise most of the skills possessed by their communities. A man's importance or standing as a leader in a community does not exempt him from such duties as the cultivation of crops, house-building and canoe-making.

Inheritance follows two systems. In some communities the predominant system is that the individual inherits from the father and his group; in others inheritance is predominantly from the mother's group. Affiliation with kinship groups shows the same variation.

In most areas, ownership of land is vested in a clan or some other kinship group, with usufructuary rights being granted to individuals over a reasonable amount of the land. In some areas the individual may select his own garden land, in others it may be assigned by tribal authority. Hunting, grazing and forest lands are usually held in common. In a few areas true individual ownership of land exists. Further information on this matter is given in Part VI, Section 4, Chapter 3 (a), Land Tenure.

The people of the Territory live in villages, usually of 200-300 inhabitants, though some are larger; in hamlets of about 20-40 inhabitants; or sometimes isolated in single dwellings. Except near centres of European influence, houses are built of local timber, grasses and palm leaves and show many differences in size, design and method of construction. This is due



in part to the great diversity of the environment, ranging from the low-lying coastal regions to altitudes of 7,000 to 8,000 feet in the mountainous interior and including swamp, river and lake. Usually the houses are occupied by individual families, though it is customary in some places for men to sleep and spend a large part of their time in special 'men's houses'.

The people's sense of community fellowship rarely extends beyond the village or collection of neighbouring hamlets. Within the larger language groupings, while there is usually little feeling of common interests and aims, there is an awareness of difference from other groups speaking a different language.

Communities in the Territory have always been strongly influenced by belief in magic—both 'social' and 'anti-social'. Social magic may be directed towards ensuring the well-being of garden crops, adequate rainfall and the success of trading expeditions. Anti-social magic may be aimed at bringing death and disaster to enemies. Skill and power in magic are often thought to be the possession of particular individuals whose qualities are utilised by their fellows. This is probably the most notable example of specialisation to be observed among the Territory's communities.

Generally in the political organisation of local groups all men have some influence and all have the opportunity of rising to leadership by exhibiting qualities considered desirable by the group. Energy in the acquisition of wealth in the form of garden produce, ceremonial and other objects counts for much in most communities, while in earlier days skill in leadership in war was also an important quality. Other attributes which may confer influence are general personality, outstanding knowledge of a group's customs and skills and, in some communities, inherited rank or reputation as a practitioner of magic.

Each group has its customary law, backed by the authority of myth and legend, but there are no institutions specifically directed towards the administration of justice. Offences are matters for adjustment between the individuals actually concerned, or between the kinship groups to which they belong; sometimes they may be left to the operation of supernatural forces. In cases of murder, for example, the view is often taken that the kinship group of the dead man is entitled to kill the murderer or another mem-

ber of his group, or to receive some form of compensation. Adultery, regarded as a serious offence in many groups, is likewise often a matter for punishment, or the payment of compensation to the aggrieved person and his kindred. Some offences, such as incest, are frequently considered to have such dangerous spiritual consequences for whole communities that the group unites in demanding the punishment or even death of the offending parties. Disputes affecting whole communities are generally resolved by meetings of community leaders, which in this way function from time to time as a rudimentary form of tribunal.

A few customs contrary to the Universal Declaration of Human Rights, such as head-hunting, the blood feud and cannibalism, existed within the traditional social system. The law against such is enforced in all areas including areas classified as 'restricted'.

The practice of the arts is rarely undertaken for its own sake, but usually in connection with religion, magic and ceremonial occasions. Where contact with outside influences has modified traditional beliefs the interest in the practice of indigenous arts has naturally tended to decline. In an attempt to maintain interest in traditional art forms, schools have placed emphasis on handicraft work.

Extensive trade systems existed in many areas in the past and some of these are still found, for example, in the Huon Gulf and Markham River areas of the Morobe District, the Mount Hagen area of the Western Highlands District and the Manus and New Britain Districts. Artefacts, including pottery, stone axes, wood-carvings and shell-work, are exchanged between communities for other objects, foodstuffs or money. Some of these artefacts are utilitarian, while others have ceremonial or religious significance.

Medical science and principles of sanitation were quite unknown to traditional society. Death and illness have undoubtedly influenced the evolution of religious and magical practices, and the whole social structure has at least been modified by endemic disease. The presence of malaria or epidemics of diseases like seasonal pneumonia and dysentery has frequently contributed to local migrations and resettlement. The limitations which chronic malaria and hookworm impose on physical and mental effort have been significant, and



such ill-health perpetuated by insanitary practices has been a major influence in slow population growth and general backwardness.

The traditional social system does not include formal educational institutions. Knowledge to fit them to take their place as adults is given to children by example and practical application. Children accompany their elders on their daily tasks, observe and assist to the limit of their ability, and hence gradually develop all adult skills. Knowledge of the group's legends and social values is imparted in stories told by the elders and may be added to during initiation ceremonies.

Most aspects of indigenous life have been increasingly affected by external influences since the period of first European contact. There have been no significant changes, however, in the physical types of the various areas, as there has been little intermixing between groups. Social systems have been affected by the organised activities of the Administration and the missions, by employment outside the individual's local group and by increasing contacts between groups.

The use of money has to some extent modified the influence of older forms of wealth on which leadership was often based. The disappearance of warfare and the lessening of belief in the efficacy of magic have also had an effect on the basis of leadership, on local political conditions and on customary law.

The diverse nature and peculiar characteristics of indigenous society, however, have presented many obstacles to orderly social change. The difficulty of communication with peoples who have no tradition of literacy, and who speak so many different languages that they are unable to communicate amongst themselves, has impeded progress. But even when the possibility of material and social progress and the means of achieving it have been presented in comprehensible form, there remains the task of awakening in the people such a desire for progress that they will be prepared to pay the price of major social change. In very ordinary but basic matters adherence to custom can hinder progress. For example, the need for children to attend school regularly, and for many years, may be in conflict with the need for them to obtain the local practical education described above, with the desire of the social groups to retain the services of the young, and with the fact

that a minor amount of normal schooling can appear as a significant and sufficient education to an illiterate people. Even such matters as the conducting of a census can require extensive investigation and great care, as in some areas people are not permitted by tribal custom to speak their own names, while in others they will not give their names, or will give false names, through fear that the recording of their names in a book will, by magical association, give power over them to the recorder or to the holder of the book.

Apart from the difficulty of introducing new ideas and methods, the pressure of change inevitably causes some degree of conflict within the social system. When such conflicts reach significant proportions or when failures occur or desires for unattainable goals arise, there is a danger that the people will try to rationalise or explain them as resulting from the discarding or amendment of traditional custom; this can result in failure to use and benefit from all available knowledge and consequently in resentment.

Exclusive loyalty to village groups is another obstacle to progress as it tends to prevent the development of a conception of the wider national community. While it is important that divergent interests should be reconciled, and balanced by a recognition and development of common interests, experience has shown that a too rapid transition to wider groupings and consequent modification of existing loyalties may cause some weakening of the local social system before new forms have been adequately developed and adopted. The establishment of law and order, the development of communications and the use of a lingua franca all assist in breaking down barriers of ignorance and active mistrust, while schools, co-operative societies, local government councils, social organisations, public health, agricultural and forestry services foster orderly progress and the growth of a wider consciousness. Progress in these fields, though not always rapid, is usually steady and soundly based.

Nevertheless, the broadening of social consciousness has in some cases involved severe social strains. In the small, closely-knit community characteristic of traditional society, individuals felt both highly suspicious of those outside their own community and secure in their position within their own community. The individual's sense of security within his



own community was connected with the complex network of rights and obligations which involved all the members of each community. Each individual had a full share in, and an adequate understanding of, the full range of his community's culture as a result of the small degree of specialisation of work. Lack of knowledge of other systems and other cultures led to a conservatism which worked against social change. Most members of a community accepted their social system without question, and the sense of security arising from this situation prevented the development of the individual and community stresses which frequently accompany social change. The broadening of experience of large numbers of people has meant that this situation has been fundamentally altered in many parts of the Territory.

On the one hand, knowledge of the existence of a wide variety of social systems and social possibilities has frequently led individuals to question the validity of their own systems, including some elements of those systems which have been valuable in maintaining social integration and stability. In some places, this has been followed by an early breakdown of several important social sanctions, and the weakening of the forces behind the internal network of rights and obligations on which each individual's sense of security was based. Where this has happened before new or adapted social institutions have had time to take sufficiently deep root, a considerable feeling of bewilderment and insecurity has developed.

On the other hand, though knowledge of the existence of cultural possibilities other than their own has been acquired by many individuals, few have yet gained, through experience, as distinct from instruction, a sufficient understanding of the cultures concerned to enable them to absorb into their own culture those elements they consider desirable. At times this has led to a feeling of frustration which, combined with a loss of faith in the validity and security of various aspects of their original small social groups, has in some places brought undesirable social and psychological strains to many people. Observation shows that strains of this nature have led not only to mental attitudes which are unsatisfactory to individuals themselves, but also to very difficult social situations connected with the relationship between different groups in the community.

In recognition of these situations, a clinical survey of the mental health of the indigenous people was conducted by a psychiatrist and a professor of psychology from Australia. As a result of their findings, a Division of Mental Health was created in the Department of Public Health and the Permanent Committee on Mental Health and Cultural Development established. The Permanent Committee, which held its first meeting in July 1961, continues to advise the Administration on preventive aspects of mental health and to study trends in culture contact both in the Territory and overseas.

In summary it may be said that the Territory is an area of great cultural diversity as well as considerable variation in the degree and nature of cultural contact. These factors, coupled with the difficulties of terrain and climate, the complete lack of any indigenous capital works or services suitable to a modern state, the resistance to changes in the indigenous social system, and the unsuitability of the indigenous institutions for development beyond the small village or tribal group or beyond the subsistence level, result in administrative problems of extraordinary complexity and magnitude.

### CHAPTER 3

#### HISTORICAL SURVEY

New Guinea was sighted by Portuguese and Spanish navigators in the early part of the sixteenth century. In 1545 a Spaniard, Ynigo Ortis de Retez, sailing along the north coast of the island, coined the name 'New Guinea' because of some fancied resemblance between the inhabitants of the north coast of the mainland and those of the African Guinea Coast. The first Englishman to sail along the New Guinea coast was William Dampier in 1700, and the strait between New Britain and Rooke Island was afterwards given his name.

During the next 170 years other European navigators, most of whom were British or Dutch, visited New Guinea, but although much of the coastlines of the New Guinea mainland and of the adjacent islands had been explored, little was known of the country or its inhabitants until late in the nineteenth century. European industry's need for coconut oil provided for the first time a market for one of New Guinea's natural products and brought its isolation to an end.



In the 1870s the largest trading firm in the Pacific, Godeffroy's, of Hamburg, began trading for copra in the New Guinea islands. In 1884 Germany formally took possession of what is now the Trust Territory of New Guinea. The Administration of the new Territory, then known as German New Guinea, was placed in the hands of the chartered company, the German New Guinea Company, but in 1899 the Imperial Government assumed control. In 1914 the Territory was occupied by Australian troops and remained under military administration until 1921.

In 1920 the League of Nations, in pursuance of Article 22 of the Covenant, conferred upon His Britannic Majesty, for and on behalf of the Government of the Commonwealth of Australia, a mandate for the Government of the Territory of New Guinea. The *New Guinea Act* 1920, which came into force on 9 May 1921, was passed by the Commonwealth Parliament to provide for the governing of the Territory in accordance with Article 22 of the Covenant of the League.

The Territory was administered under the Mandate until the Japanese invasion brought about the suspension of civil administration and the devastation of large areas of the Territory. The Australian New Guinea Administrative Unit, the organ of military government, became responsible for the administration of the indigenous inhabitants, and, as far as circumstances permitted, kept plantations in production. The indigenous people made a valuable contribution to the Allied war effort.

With the surrender of the Japanese in 1945, civil administration of the Territory was progressively restored between October 1945 and June 1946, under the provisions of the *Papua-New Guinea Provisional Administration Act* 1945-1946. This Act provided for those parts of the Territory to which the National Security (Emergency Control) Regulations of the Commonwealth of Australia had ceased to apply, to be administered in conjunction with the Territory of Papua as an administrative union called the Territory of Papua and New Guinea, with one Administrator and one Supreme Court (the Supreme Court of Papua and New Guinea).

At the end of the war the Territorial Administration began the task of recovery and rehabilitation, which was progressively accom-

plished with the help of large grants from the Australian Government and payments compensating for war damage.

The Trusteeship Agreement for the Territory, approved by the General Assembly of the United Nations on 13 December 1946, provides that visiting Missions from the United Nations General Assembly and under its authority, the Trusteeship Council, may visit the Territory. Such Visiting Missions have visited the Territory on seven occasions—1950, 1953, 1956, 1959, 1962, 1965 and 1968. A copy of the Trusteeship Agreement is to be found at Appendix XXIII.

The *Papua and New Guinea Act* 1949 approved the placing of New Guinea under the International Trusteeship System and provided for the government of the Territory in an administrative union with the Territory of Papua with the title of the Territory of Papua and New Guinea.

The Act provided for a Legislative Council for the Territory of Papua and New Guinea (which was established at Port Moresby, Papua, on 26 November 1951) and also for a judicial organisation, a public service and a system of local government. The Legislative Council consisted of the Administrator and 28 other members, 16 of whom were official members, 3 were elected members and 9 were appointed members. At least three of the nine appointed members were indigenes.

The *Papua and New Guinea Act* 1960 increased the size of the Legislative Council to thirty-seven members who were to include the Administrator, twelve elected members of whom six were to be indigenous members elected by the indigenous people; ten appointed members, of whom at least five were to be indigenous members; and fourteen official members.

The *Papua and New Guinea Act* 1963 replaced the Legislative Council by a House of Assembly. The first House of Assembly opened on 8 June 1964 and had sixty-four members who included an elected indigenous majority and only ten nominated official members.

In May 1965 the House of Assembly appointed a Select Committee on Constitutional Development to consider ways and means of preparing and presenting, and to draft for the House, a set of constitutional



proposals to serve as a guide for future constitutional development in the Territory. The Committee presented its final report to the House of Assembly on 6 June, and it was adopted by the House on 8 June 1967.

The *Papua and New Guinea Act* 1967 implemented the recommendations contained in the first report of the Select Committee on Constitutional Development by increasing the number of elected members of the House of Assembly to 84. The *Papua and New Guinea Act* 1968 implemented the recommendations of the final report of the Select Committee concerning the executive government of the Territory.

Native local government councils were first established in four areas in 1950. The councils which were introduced with the primary aim of teaching the indigenous people to accept responsibility for local government have proved successful. Legislation for the expansion of the composition and functions of the local government system was brought into operation on 1 January 1965. There are now seventy-six multi-racial councils out of a total of ninety local government councils in the Territory.

Personal taxation was introduced in the Territory from 1 January 1958. It is however no longer levied, and the system of direct taxation was extended still further by the introduction of income tax on 1 August 1959. At the same time, export duties were abolished. Another significant development in the field of public finance occurred in 1960 with the raising of the first Territory loan of \$200,000.

In 1963 a Mission from the International Bank for Reconstruction and Development undertook an economic survey of the Territory at the invitation of the Australian Government. The report, presented in 1964, has proved a valuable guide for policy and action.

A further Mission from the International Bank for Reconstruction and Development visited the Territory during March 1968. The Mission examined and discussed current development in the Territory.

In October 1965 an Economic Advisor to the Administration was appointed, with responsibility for co-ordinating and reviewing economic development planning.

The marked increase in the tempo of development in all fields in recent years has

led to a corresponding expansion of the Public Service of the Territory. Information on the development and organisation of the Public Service is given in Chapter 4 of Part V of this Report.

Soon after the House of Assembly passed the *University of Papua and New Guinea Ordinance* 1965 and the *Institute of Higher Education Ordinance* 1965-1967 the Australian Government announced the establishment of a University and an Institute of Higher Education. The University, which is situated in Port Moresby, accepted its first students in 1966, and the Institute, which is being developed at Lae, accepted its first students in 1967.

Of particular significance is the increasing participation by Territory representatives in international conferences; indigenous representatives have attended International Labour Conferences at Geneva, as well as meetings of the United Nations Trusteeship Council and General Assembly. Territory exhibits at International Trade Fairs are being manned to an increasing extent by New Guineans.

The Second House of Assembly appointed the following Select Committees on:

- (i) House of Assembly Procedures.
- (ii) New and Permanent House of Assembly Buildings.
- (iii) Role of Permanent Overseas Public Servants.
- (iv) Shareholdings in Territory Companies by Indigenes.
- (v) Constitutional Development.

Details concerning the results of these committee's deliberations are to be found in the relevant parts of this report.

Two papers entitled 'Programmes and Policies for the Economic Development of Papua and New Guinea' and 'Economic Development Programme for Papua and New Guinea' were presented to the House of Assembly late in 1969. The purposes of these papers were to provide a basis for forward planning for the five-year period 1968-69 to 1972-73.

On 28 November 1968 the House of Assembly resolved to ask that a Commission of Enquiry into the electoral system of Papua and New Guinea be set up. The Commission has not yet completed its inquiries.



## PART II. STATUS OF THE TERRITORY AND ITS INHABITANTS

### CHAPTER I

#### STATUS OF THE TERRITORY

The constitutional authority for the administration of the Territory of New Guinea is the *Papua and New Guinea Act* 1949-1968, which became law on 1 July 1949. In accordance with the terms of the Trusteeship Agreement approved by the General Assembly of the United Nations on 13 December 1946, this Act approves the placing of the Territory of New Guinea under the International Trusteeship System on the terms set forth in the Trusteeship Agreement. The Act provides for the government of the Territory of Papua and the Territory of New Guinea in an administrative union under the title of the Territory of Papua and New Guinea, but declares the intention of the Commonwealth Parliament to maintain the identity and status of the Territory of New Guinea as a Trust Territory and to expend annually in the development and welfare of the Territory an amount not less than the total amount of public revenue raised in the year in respect of the Territory. No changes were made during the year in the legislative provisions affecting or defining the legal status of the Territory.

### CHAPTER 2

#### STATUS OF THE INHABITANTS

By the Citizenship Regulations made under the *Nationality and Citizenship Act* 1948-1967 of the Commonwealth, persons born in New Guinea who are not British subjects are 'Australian protected persons' and therefore protected persons within the meaning of the

Act. All indigenous inhabitants of the Trust Territory are therefore Australian protected persons unless they are British subjects. Any Australian protected person may renounce this status at the age of twenty-one. A non-indigenous inhabitant of the Territory who was not born there retains his individual national status. Residence in the Territory counts as a qualification for the acquisition of Australian citizenship by naturalisation. Under the Nationality and Citizenship Act any protected person may be granted a certificate of naturalisation on compliance with the conditions laid down in sections 14 and 15 of the Act. A non-indigenous person who is not a British subject and who was not born in the Territory may also obtain Australian naturalisation in accordance with sections 14 and 15 of the Act.

There is no distinction between the various types of status—British subject, alien and protected person—in regard to legal rights and responsibilities, except that aliens are subjected to some statutory restrictions, e.g., the necessity to register if they intend to stay in the Territory for 60 days or more, and ineligibility for the franchise at House of Assembly elections and for appointment to the Public Service.

An indigenous inhabitant who is an Australian protected person enjoys the same rights in relation to that status as an Australian protected person who is not an indigenous inhabitant. Similarly an indigenous inhabitant who becomes a British subject would, in relation to that status, enjoy the same rights as a natural-born British subject.

## PART III. INTERNATIONAL AND REGIONAL RELATIONS

### CHAPTER 1

#### INTERNATIONAL

The Administering Authority has continued to co-operate with the organs of the United Nations and with the Specialised Agencies in furnishing reports and other information in relation to the Territory. Two indigenes were

included in each of the Australian delegations to the Trusteeship Council and to the General Assembly. Representatives of the Territory have participated in meetings and seminars arranged or sponsored by the World Health Organisation, the Food and Agriculture Organisation of the United Nations, and the United Nations Educational, Scientific and



Cultural Organisations, and Administration officers were included in the Australian Government delegation to the International Labour Conference.

Information relating to treaties, conventions and agreements applying to the Territory at 30 June 1970 is given in Appendix XXIII.

The Trusteeship Agreement for the Territory of New Guinea appears at Appendix XXIII.

In addition to the various missionary organisations whose activities are described in other sections of this Report, non-governmental bodies of an international character which are active in the Territory include the Red Cross Society, the Boy Scouts and Girl Guide Associations, the Young Women's and Young Men's Christian Associations, and the Apex, Lions and Rotary Clubs.

Information on United Nations assistance to the Territories of Papua and New Guinea is set out below.

#### UNITED NATIONS ASSISTANCE

Australia has entered into a number of Basic Agreements covering the terms and conditions under which such aid is being provided, and Plans of Operations have been negotiated for major projects. Seven projects have been completed since the start of the United Nations Development Programme in June 1967, a further nine projects have been approved and are currently in operation, and a further four projects have been approved and are due to go into operation.

##### *Basic Agreements*

Two Basic Agreements with the United Nations Development Programme (UNDP) have been negotiated. The Special Fund Standard Agreement was signed on 6 February 1967 and the revised Technical Assistance Standard Agreement was signed on 21 May 1968.

A Basic Agreement with the United Nations Children's Fund (UNICEF) was signed on 21 December 1967.

A Basic Agreement with the World Health Organization (WHO) was signed on 17 March 1969.

##### *Plans of Operation*

A Plan of Operations for a UNDP Special Fund—UNESCO Project at the Goroka Teacher Training College was signed on 28 March 1968.

A Plan of Operations for a UNDP Special Fund—IBRD Transport Survey of Papua and New Guinea was signed on 21 June 1968.

A Plan of Operations for a UNICEF Science Education project was signed on 21 March 1969. The First Addendum was signed on 9 September 1969 and the Second Addendum was in train at 30 June 1970.

##### *Government Counterpart Contribution*

The Government's counterpart contribution in the case of Special Fund projects is at least 15 per cent of the United Nations Development Programme for the notional costs of experts, but is usually considerably in excess of this minimum requirement with other support in both cash and kind.

The Government's counterpart contribution in the case of Technical Assistance projects is at least 12½ per cent of the notional cost of the services of experts and the provision of the necessary facilities and counterpart personnel.

The Government's counterpart contribution in the case of the Transport Survey is 25 per cent (\$US127,000 in kind and \$US31,500 local costs) with UN sources providing the other 75 per cent (\$US489,000) in aid.

The Government's counterpart contribution in the case of the Goroka Teachers' College project is 70 per cent comprising \$US2,686,000 in kind and \$US148,000 in local costs, with UN sources providing the other 30 per cent (\$US1,196,000) in aid.

The Government's counterpart contribution in the case of the Science Education project is 88 per cent being \$1,950,000 in kind with UN sources providing the other 12 per cent (\$275,000) in aid.

##### *Technical Assistance 'Country Target'*

The 'Country Target' for Papua and New Guinea was increased from \$US200,000 to \$US210,000 to meet the increases in notional costs. Costs are calculated against this target on the basis of \$US24,000 per expert per year; Area Fellowships at \$US300 per month and \$US500 travel costs; and International Fellowships at \$US450 per month and \$US1,000 travel costs. These rates operated from 1 January 1970; the comparable rates prior to then being slightly less.

##### *Projects Completed*

(a) Universal Postal Union (UPU) and UNDP/TA Postal and Philatelic Training



project, one International Fellow Mr R. W. Miller for 5 months 1 July 1968 to 1 December 1968 to accelerate the development of training of local officers for executive duties in the Philately and General Section of the Department of Posts and Telegraphs, Port Moresby. The UNDP/TA contribution was \$US3,600.

(b) United Nations Industrial Development Organisation (UNIDO) and UNDP/TA Industrial Development and Productivity (Building and Construction Materials) project, one International Expert, Mr P. O. Grane of Sweden, for 6 months from 9 September 1968 to 9 March 1969 to make an assessment of the prospects for the economic production in the Territory of cement, glass, fibro cement, bricks, clay pipes and other building and construction materials. The UNDP/TA contribution was approximately \$US15,000.

(c) UNIDO and UNDP/TA Industrial Development and Productivity (Clothing and Textile Industries) project, one International Expert, Mr W. L. Reed of the United States of America, for 3 months from 28 August 1968 to 28 November 1968 to study and report on the feasibility of establishing a clothing and textile industry in the Territory, and to evaluate specifically the Highlands hand-loom wool weaving project. The UNDP/TA contribution was approximately \$US9,000.

(d) FAO (Food and Agriculture Organisation) Animal By-Products Utilisation project on a funds-in-trust arrangement under which the Government contributed \$US4,200. An FAO expert Dr A. E. Dorman spent 5 weeks from 9 January 1969 examining and reporting on meat production and utilisation of products from livestock, including advising the Administration on the preservation of meat. The Government provided the funds of \$US4,200.

(e) The International Bank for Reconstruction and Development (IBRD) as the executing agency and the UNDP Special Fund provided the Transport Survey analysis of the present transport facilities and services in the Territory and advice on how to improve efficiency and lower costs for these services. Its object was also to provide guidance for the future organisation of the Transport Department, and to prepare projections and allocations of traffic for the different modes of transport and a 5-year transport development programme. Their report is to incorporate recommendations for new taxes and other revenues to cover the cost of transport facilities and services.

Sub-contractors to the IBRD were Sir William Halcrow and Partners, consultants of the United Kingdom and the Project Manager was Mr B. K. Hartshorne of the United Kingdom. The project was conducted from 21 June 1968 to December 1969 and the completed final report is still in train.

(f) ILO (International Labour Organisation) UNDP/TA Co-operative Education project, to assist in the development of co-operative education, including instruction at the Co-operative Educational Centre, and to advise on courses and equipment. The expert, Mr O. K. J. Wahlfors (Sweden) appointed for the project's duration, one year from 11 August 1969 has been nominated Project Manager Designate of the Special Fund project for the Co-operative College at Laloki (UNDP/SF ILO). UNDP/TA contributed \$US23,500 to the project.

#### *Projects Approved and in Operation*

(a) UNESCO and UNDP/SF Secondary Teachers' College, Goroka, project to assist the Australian Government in the establishment and initial operation of the College, which is to train teachers for the lower forms of secondary schools. Emphasis is being given to the establishment of a Teaching Advancement Centre to develop methodology and teaching materials. Preliminary operations were authorised from January 1968 and the project officially commenced in 28 March 1968—duration 5 years. A total of 547 man-months of expert services is to be provided. The UNDP/SF contribution is \$US1,196,000 and the Government, besides its contribution in kind of \$US2,686,000, is contributing \$US148,000 towards local operating costs. (Closely linked with the UNESCO UNDP/TA Science Teaching and Curriculum Development project and the UNICEF Education FEP/900 project).

(b) ILO (International Labour Organisation) UNDP/TA Pottery Development project, one International Expert, Mr J. Peterson (Denmark) for 4 years from 25 June 1967 to develop a small scale pottery industry, utilising low level technology, in the Aibom and coastal areas of New Guinea and the Amphlett Islands. An indigenous counterpart, Mr E. Lei, was appointed in December 1968 and completed a 6 months fellowship in Thailand in April 1970. Export of pots and participation in overseas trade fairs have taken place. Small Scale Industry Centres are planned for



Port Moresby, Madang and Goroka. UNDP/TA is contributing approximately \$US107,000. (The expert consulted with the UNIDO Building and Construction Materials expert).

(c) UNESCO UNDP/TA Science Teaching and Curriculum Development project to revise the curriculum in science to ensure scientific literacy and intelligent understanding and appreciation of products of science in daily use; to improve the primary teacher training programme, and professional competence of science teachers in secondary schools. Commenced 1 February 1968, duration 3 years, with possible extension. One International Expert, Mr A. B. Williams (United Kingdom). UNDP/TA contribution \$US70,900. (Closely linked with the UNICEF Education FEP/900 project and the Goroka Teachers' College project).

(d) UNICEF UNESCO/TA Science Education (FEP/900) project, closely related to the UNDP/UNESCO Science Education and Curriculum Development expert project and the UNDP/UNESCO Goroka Teachers' College project. The project, of 3 years duration from February 1968, aims to improve the standards, quality and effectiveness of primary science education by training primary school teachers, awarding fellowships and supplying primary and secondary schools with science equipment. An expert in science teaching and curriculum development is provided. The UNICEF contribution is \$US275,000, the Government contribution in kind and cash is \$US1,950,000.

(e) UNIDO UNDP/TA Paper and Pulp project, one International Expert, Mr L. D. Wickwire (Canada) for one year from 9 February 1970 to advise on the economics and feasibility of establishing a wood chip or pulp and paper industry or on research necessary to implement any proposals. UNDP/TA is contributing \$US24,000.

(f) UNIDO UNDP/TA Indigenous Entrepreneurship project of 6 months duration from 5 June 1970 to advise on the formulation of a long range policy for the promotion of indigenous entrepreneurship and to identify areas where technical assistance could be rendered. Mr M. S. Nadkarni (India) was appointed Expert to the Project. The UNDP/TA contribution is \$US12,000.

(g) UNIDO UNDP/TA Sericulture Industry project of 6 months duration from 22 June

1970. One International Expert Dr D. C. Sarkar (India), to investigate the possibility of rearing Eri silkworms and processing silk on a cottage-industry basis. UNDP/TA contribution \$US12,000.

#### *Projects Approved But Not Yet In Operation*

(a) ILO UNDP/SF project of 3½ years duration, to assist the Government in the establishment and initial operation of a Co-operative College at Laloki, and in the planning and implementation of extension programmes in the field for employees and members of co-operatives and owners of small business enterprises. A total of 16 man-years of expert services is to be provided. The UNDP/SF contribution is \$US572,000. The Government is contributing \$US550,000 in kind and \$US61,900 towards local operating costs.

(b) FAO UNDP/TA Home Economics project over 2 years, with one expert, to develop an instructional organisation in the field of home economics at the village level. UNDP/TA is contributing \$US73,000.

(c) ILO UNDP/TA Vocational and Industrial Training Experts project to be followed by a second phase financed from the SF. Experts are provided for from 3 to 12 months. The project is to assist the development of vocational and industrial training. UNDP/TA contribution \$US130,200.

(d) WHO UNDP/TA Malaria Eradication project of 3 months duration, 2 experts, to analyse the present malaria programme in relation to the feasibility of initiating a malaria eradication programme, or of continuing the present control measures. UNDP/TA contribution \$US12,000.

#### *Regional Projects completed in which Papua/New Guinea participated*

ILO UNDP/TA Project of 4 months duration, with 2 lecturers, to provide a training course in Elementary Economics and Business Methods for instructors and advisers from co-operative departments and business advisory services. UNDP/TA contribution \$US15,400.

#### *Regional Projects Approved and in Operation in which Papua/New Guinea is participating*

(a) FAO UNDP/SF project on Control of the Coconut Palm Rhinoceros Beetle (Reg. 17), began 30 September 1964. Originally of 5 years duration the project was extended by



2½ years to 1972. It is now committed to the expansion of training activities—11 Junior Technical Officers from various Pacific regions are being trained—and to the evaluation of control measures so far discovered, prior to an extensive virus distribution project in Western Samoa in conjunction with the Department of Agriculture. Dr Euan Young (New Zealand) joined as Project Manager in February 1970. The Insect Ecologist is Mr G. O. Bedford (Australia). The SF is contributing \$US600,000; Governments' \$US700,000.

(b) FAO UNDP/SF project to assist with the establishment of a Fisheries Development Agency, headquarters in Noumea, to determine feasible areas of fishery development in the South Pacific region, duration 3 years. The Project Manager designate arrived Noumea, 3 March 1969. The Special Fund is providing \$US426,700 and the Governments of Australia, France, New Zealand, United Kingdom and United States a total of \$US410,000 in kind and \$US551,000 towards local operating costs.

## CHAPTER 2

### REGIONAL

The principal organ of inter-territorial co-operation in the region is the South Pacific Commission which was established in 1947 by agreement among the metropolitan governments responsible for the administration of the non-self-governing territories in the South Pacific. Following amendments of the original agreement the Governments of Western Samoa and Nauru became participating governments in October 1964 and July 1969 respectively. The Commission is a consultative and advisory body to the participating governments on matters affecting the economic, health and social development of the territories and the welfare of the inhabitants.

In recent years, it has been the policy of the Australian Government that officers of the Administration and members of the Territory's House of Assembly are appointed members of the Australian delegation which attends the annual session of the South Pacific Commission held each year, usually in Noumea, New Caledonia.

In order to associate the inhabitants of the various territories with the work of the Commission, the agreement establishing the South

Pacific Commission provided for the establishment of a South Pacific Conference comprising representatives of the Territories and former territories. Since 1967 the Conference has met annually and has determined the work programme of the Commission within the limits of available finance and has provided advice to the Commission on all matters coming within the functions of the Conference.

## CHAPTER 3

### COMMON ASSOCIATIONS OF INDIGENOUS INHABITANTS WITH OTHER TERRITORIES

Apart from their relationship with the people of Papua under the administrative union (see Chapter 4) no political, economic, social or religious associations are maintained in common with the people of neighbouring territories.

At the present stage of development, interest lies mainly in the development of close collaboration between the many tribal and communal elements in the Territory of Papua and New Guinea.

## CHAPTER 4

### ADMINISTRATIVE UNION WITH THE TERRITORY OF PAPUA

The basis of the Territory's legislative, administrative and judicial systems is the *Papua and New Guinea Act* 1949-1968 of the Commonwealth of Australia, which came into force on 1 July 1949. The Act approved the placing of the Territory of New Guinea under the International Trusteeship System and, in accordance with Article 5 of the Trusteeship Agreement for New Guinea, provided for administration of the Territory in an administrative union with the Territory of Papua. Article 5 of the Trusteeship Agreement states:

It is agreed that the Administering Authority, in the exercise of its powers under Article 4, will be at liberty to bring the Territory into a customs, fiscal or administrative union or federation with other dependent territories under its jurisdiction or control, and to establish common services between the Territory and any or all of these Territories if in its opinion it would be in the interests of the Territory and not inconsistent with the basic objectives of the trusteeship system to do so.



The Papua and New Guinea Act expressly declares the intention of the Commonwealth Government to maintain the identity and status of New Guinea as a trust territory.

The practical operation of the administrative union is explained in succeeding chapters of this report.

No plans exist to establish separate legislative, judicial and administrative organs for the Trust Territory, or to transfer the headquarters of the Administration or of the Supreme Court to the Territory.

Section II of the Papua and New Guinea Act requires that there be expended annually in the Trust Territory upon the administration, welfare and development of the Territory, an amount which is not less than the total amount of public revenue raised in that year in the Territory. As mentioned in Chapter 1 of Section 1 of Part VI the revenues and expenditures of each territory are recorded separately, those costs common to both being apportioned to each on an appropriate basis. Revenue and

expenditure from revenue of the Trust Territory during the past five years were as follows:

Year	Locally raised revenue	Expenditure from revenue
	\$	\$
1965-66.. ..	18,458,762	56,637,975
1966-67.. ..	22,730,075	72,709,477
1967-68.. ..	26,381,815	80,835,668
1968-69.. ..	28,893,317*	98,015,532*
1969-70.. ..	40,169,855*	135,822,221*

\* From 1 July 1968 revenue and expenditure are shown as net of refunds.

The level of expenditure has risen substantially each year with a corresponding increase in the deficit which has been met by a direct grant from the Administering Authority. These grants are interest free and non-repayable.

Separate statistics are compiled for the Trust Territory in the categories prescribed by Regulations under the *Statistics Ordinance* 1950 and in a supplementary series for the purposes of this report.

Details of the Public Service in the Territory are contained in Appendix II.

# PART IV. INTERNATIONAL PEACE AND SECURITY MAINTENANCE OF LAW AND ORDER

## CHAPTER I POLICE FORCE

### *Constitution and Control*

The Police Force is constituted and regulated by the *Royal Papua and New Guinea Constabulary Ordinance* 1965-1970. Under the Ordinance the Administrator is the Commandant of the Force. There is a Commissioner of Police who is responsible for the day-to-day control and management of the Force.

### *Establishment and Functions*

The Police Force consists of:

- (i) the Commandant;
- (ii) the Commissioner of Police;
- (iii) Commissioned Officers;
- (iv) Cadet Officers;
- (v) non-Commissioned Officers;
- (vi) constables;

- (vii) reservists; and
- (viii) special constables.

To effect its varied duties the Force is divided into the following Branches:

- (i) the Regular Constabulary Branch—engaged wholly on police duties;
- (ii) the Field Constabulary Branch—comprising officers of the Department of District Administration who carry out police duties only in those areas where no officer of the Regular Constabulary is stationed; and
- (iii) the Reserve Constabulary Branch—a permanent body of part-time volunteers appointed by the Commissioner and trained by members of the Regular Constabulary. Reservists perform police duties for a minimum of two hours per week, generally in main centres.

In addition the Administrator may appoint such Special Constables as he deems necessary.



At 30 June 1970 the Regular Constabulary Branch had a total complement of 3,673 including 3,463 local members and 210 overseas members. Overseas members are appointed only to Commissioned ranks.

The Force is assisted by a Public Service Administrative Branch of 207 members who perform clerical and administrative duties associated with the Force.

At 30 June 1970 a total of 106 overseas and 23 local commissioned officers of the Regular Constabulary were carrying out duties in or on behalf of the Trust Territory, and approximately 2,210 other ranks were stationed throughout the Trust Territory's twelve districts. The headquarters at Port Moresby also services the Trust Territory and consisted of 24 officers and 32 other ranks. Nine stations in the Trust Territory were under the control of local (i.e. indigenous) commissioned officers at that date.

Members perform police duties in towns and districts. They may also be employed as instructors and bandsmen, or on special duties such as finger printing and photography. Those who accompany patrols carried out by officers of the Department of District Administration are specially selected and play an important role in extending Administration influence in the less developed areas.

As well as carrying out, as far as possible, investigations into major crimes in rural areas, the Regular Constabulary continues gradually to take over police duties in rural areas from the Field Constabulary. In accordance with this policy, one new police station was opened during the year at Lufa. Rural police posts were established at Taipopo, Molat, Wosera and Masul.

*Salaries and Conditions of Service*

The annual rates of pay for members of the Force at 30 June 1970 were:

Rank					Where occupant is a member other than an overseas member	Where occupant is an overseas member
					\$	\$
Commissioner	..	..	..	..	..	13,038
Deputy Commissioner	..	..	..	..	5,095-5,285-5,475	9,323
Assistant Commissioner	..	..	..	..	4,355-4,535-4,715-4,905	9,039
Superintendent (First Class)	..	..	..	..	3,650-3,825	7,526-7,701
Officer-in-charge Reserve Constabulary	..	..	..	..	3,650-3,825	7,526-7,701
Superintendent (2nd Class)	..	..	..	..	3,255-3,365	7,178-7,352
Superintendent (3rd Class)	..	..	..	..	3,035-3,145	6,829-7,003
Inspector (First Class)	..	..	..	..	2,815-2,925	6,480-6,654
Chaplain	..	..	..	..	2,175-2,255-2,335-2,415	5,781-5,956
Inspector (Second Class)	..	..	..	..	2,505-2,595-2,705	6,131-6,306
Scientific Officer	..	..	..	..	2,505-2,595-2,705	6,131-6,306
Bandmaster	..	..	..	..	2,505-2,595-2,705	6,131-6,306
Inspector (Third Class)	..	..	..	..	2,175-2,255-2,335-2,415	5,781-5,956
Sub-inspector	..	..	..	..	1,950-2,025-2,100-2,175	4,561-4,735-4,909-5,084
Assistant Bandmaster	..	..	..	..	1,950-2,025-2,100-2,175	4,561-4,735-4,909-5,084
Assistant Police Inspector	..	..	..	..	1,890-1,950	4,190-4,340
Cadet Officer—						
4th Training year	..	..	..	..	1,410	
3rd Training year	..	..	..	..	1,350	
2nd Training year	..	..	..	..	19 years and under 440	
					20 years 480	
					Adult or married 520	
1st Training year	..	..	..	..	19 years and under 400	
					20 years 440	
					Adult or married 480	
Sergeant (First Class)	..	..	..	..	1,830-1,890	
Sergeant (Second Class)	..	..	..	..	1,590-1,650-1,710	
Sergeant (Third Class)	..	..	..	..	1,410-1,470-1,530	
Senior Constable	..	..	..	..	1,235-1,290-1,350	
Constable	..	..	..	..	650-700-750-800-850-905-960-1,015-1,070	
Probationary Constable	..	..	..	..	19 years and under 480	
3rd year of service	..	..	..	..	20 years 520	
					Adult or married 560	
Probationary Constable	..	..	..	..	19 years and under 440	
2nd year of service	..	..	..	..	20 years 480	
					Adult or married 520	



The salaries of non-commissioned ranks are supplemented by the payment of family needs allowances where necessary. Members of the Force are entitled in certain circumstances to payment of overtime, shift allowance and other penalty rates, and patrol and travelling allowances.

Where the availability of housing permits, accommodation is provided for a local member, his wife and each child under 16 years of age if the family lives with the member at his place of employment. There was a substantial increase in the building of housing for local members during the year.

Leave of absence on full pay is granted to local members on the basis of one month's leave for each year of service; 6 months furlough accrues after 20 years service. Free transportation to the member's home sub-district is provided every three years and travelling time is also allowed. Non-commissioned ranks of the Constabulary are eligible for a non-contributory pension on retirement from the Force. A member with at least 20 years continuous service, or a member who has completed 15 years continuous service and who is discharged as medically unfit, is entitled to receive a pension of one-quarter of the average annual pay received by the member during the 3 years of continuous service last preceding his retirement. The pension scheme also provides a pension for the widow and dependent children of deceased members or deceased pensioners.

Overseas members of the Force generally enjoy terms and conditions of employment comparable with those of overseas officers of the Public Service.

#### *Police Association*

The Papua and New Guinea Police Association was formed in 1964 and a Senior Police Officers Guild was formed in 1968.

Both organisations were active in industrial matters on behalf of their members during the year under review.

#### *Recruitment*

*Regular Constabulary Branch.* In addition to the recruitment of local members, overseas officers are recruited on contract engagement for periods varying from a minimum of two years to a maximum of six years. Overseas officers are now recruited in two categories: (a) Sub-Inspectors and above and (b) Assistant Police Inspectors.

Overseas members recruited as Sub-Inspectors or above must previously have served in another Police Force.

Applicants recruited as Assistant Police Inspectors need not have previous police experience but must satisfy certain qualifications of leadership, maturity and reliability.

Both categories must complete an induction course and in-service training.

Indigenous applicants may be recruited as Cadet Officers. After a successful period of training they graduate as Sub-Inspectors.

Recruitment to the non-commissioned ranks of the Regular Constabulary is by voluntary enlistment from the indigenous inhabitants of New Guinea and Papua and members serve in either Territory. Many applications for enlistment are received each year, and the standard of applicants shows consistent improvement. Recruits must be of good character and of superior physique and intelligence.

#### *Training*

*Recruit Training.* Recruits are enlisted as probationary constables and attend a six-months training course which includes training in police procedures, first aid, report writing, police functions, elementary law, physical culture, hygiene, foot drill, rifle training and traffic control.

*Officer Training.* Cadet Officers who are recruited from both within and outside the Police Force are given a four-year training course upon the successful completion of which they graduate as Sub-Inspectors. Cadets spend 12 months in theoretical training and three years at police stations for training on the job.

*Training Establishment.* The Police College at Bomana in Papua consists of the Officer Training Wing and the Other Ranks Training Wing, and has accommodation for 420 trainees. The College also provides married accommodation for local and overseas instructors, an Officers Mess, Staff Messes, Canteens, classrooms, sports fields, a fully equipped modern gymnasium, a swimming pool, drill sheds, a first aid post, administrative Offices, an armoury and a 30-yard rifle range, kennels and a training area for police dogs.

Three hundred and forty-six recruits entered the Other Ranks Training Wing during the year and three hundred and twenty-six graduated and were posted to duties within the Constabulary. Ninety-eight Cadet Officers are



in training, 15 are due for commissioning in 1970. Forty-nine other ranks attended driving courses during the year, and 38 successfully completed the courses. Eleven dog handlers also qualified during the year.

*Special Training and Visits.* Special courses ranging from 2-12 weeks were conducted during the year as follows:

One Criminal Investigation Branch Induction Course.

One Rural Police Post Commanders Course.

One Rural Police Post Clerks Course.

Three Instructors Courses.

Two Cadet Patrol Officers Courses.

Two Officers Orientation Courses.

A new lower commissioned rank of Assistant Police Inspector has been introduced and 27 mature overseas officers have been recruited to this rank.

Upon completion of a four-month training course at the Australian School of Pacific Administration these officers will be given further practical training in Papua and New Guinea. Assistant Police Inspectors recruited in the future will receive all pre-posting training and instruction at the Police Training Centre at Bomana.

## CHAPTER 2

### PUBLIC ORDER

On three occasions during the year under review collective disorder required the use of police.

The first occasion arose in the course of a series of demonstrations near Rorovana (Bougainville), in connection with the provision of land for the construction of port facilities for the new Bougainville copper project. The land involved amounts to 175 acres out of the 1,600 acres available to the 450 people of the two Rorovana villages in the area.

After many attempts to come to an agreement with the villagers had failed, on 31 July 1969 a takeover of the 175 acres of land was issued to the Bougainville Copper Pty Ltd under the *Mining Ordinance* 1928-66 of the Territory.

On 1 August surveyors commenced the placing of survey pegs to mark the boundary of the land. On that day groups of women, after numerous attempts, succeeded in removing a concrete peg in spite of a cordon of police surrounding the peg. The police who

had been reinforced to 100 for the prevention of possible incidents, had not used their batons.

Survey work then continued undisturbed till 5 August when the path of a bulldozer clearing scrub growth on the land was blocked by a group of about 65 men and women. All attempts at peaceful persuasion having failed, a small nucleus of policemen from a 70 man police reserve tried to disperse the crowd by pushing them aside with their protective shields, but were unsuccessful and were instead themselves drawn into a melee. The police officer in charge was thus forced to order the use of a non-toxic tear smoke to put an end to the melee and disengage his men.

As all further attempts to re-establish order by patient action of persuasion and by repeated warnings had once again failed, it became necessary to resort again to tear smoke, and where even this became manifestly insufficient, the police had to disperse the crowd out of the path of the bulldozer by physically pushing them aside with their protective shields, with the help of their batons at leg height. This put an end to the disturbance and no further occurrences of this kind have since taken place.

In January 1970 a mutually satisfactory agreement was concluded between the Administration and the Rorovana villagers for their compensation for the loss of the land in question and of the relevant economic trees and crops, and comprising also the payment of a substantial initial sum, the acquisition of shares in the Bougainville Copper Pty Ltd and, further, the payment of an annual fee renewable every 7 years.

The second occasion when collective disorder arose came as a climax to mounting tension among the Tolai people of the Gazelle Peninsula, basically associated with the problem of land shortage among a fast growing population.

The situation increasingly deteriorated during 1969 when some of the Tolais strongly opposed the restructuring of the Gazelle Peninsula Local Government Council in February 1969 to make it a multi-racial Council.

To pursue their opposition more effectively those Tolais in June 1969 formed the Mataungan Association. The connotation of the Association has since changed and its opposition originally confined to the multi-racial Council has become a general opposition to the Administration.



Opposition to the multi-racial Council was expressed through various protest marches and meetings, but often in less lawful methods such as the removal of the keys to the Council House, and the persuading of some Tolais to pay Council Tax money into a trust fund especially established by the Mataungan Association instead of effecting such payments to the legitimate Council.

Following a debate in the House of Assembly of the Territory in September 1969 the Administrator appointed a Commission of Inquiry to investigate the situation. The Commission consisting of Mr Peter Connolly, Q.C. and two Tolais, the Rt Rev. Simon Gaius and Mr Aisia Taviai, reported to the Territory's House of Assembly that the existing multi-racial Local Government Council, supplemented by a Town Council for Rabaul itself, were appropriate for the Gazelle Peninsula as, among other things, it reflected a more democratic body in that everyone within the Council area was duly represented.

Following this, with a majority support from the Territory's House of Assembly, the Administration proposed to discuss the Commission's recommendations with all groups concerned in the Gazelle Peninsula but, in spite of various attempts, this did not eventuate.

Tension mounted following further inflammatory speeches at meetings organised by the Mataungan Association and the resumption of prosecutions for failure to pay tax, culminating early in December 1969 in more serious public disturbances. On Sunday 7 December the Administrator, while visiting a store at Nalaguna Village in the course of a tour of the New Guinea Islands, was surrounded by a group of hostile Tolais who shouted at him. The accompanying Administration officer was assaulted by the Secretary of the Mataungan Association.

Shortly after the incident and undoubtedly encouraged by the example, a group of about 70-100 young Tolais boarded a number of trucks and other vehicles and embarked in a series of assaults upon 15 Councillors of the multi-racial Local Government Council and its supporters, threatening several others. Such assaults were perpetrated while the victims were in their private homes, or at a church service, or stopped on the road while driving their cars.

Although some more moderate elements of the Mataungan Association abstained from

participating or supporting such expressions of violence, it became obvious that the action of the more irresponsible members had gone beyond their control, especially when younger people became involved. The firm desire of the Administration and of the police, which had been reinforced to about double its normal strength for the occasion, and the beneficial influence of some of the more moderate Mataungan members, succeeded in containing the extent of the disturbances which could have easily gone to even more serious excesses. The timely arrest of several elements of the assaulting parties also contributed to reducing tension.

The injuries to people resulting from the abovementioned assaults were confined to kicking and punching and no death or permanent disablement resulted.

Although there have been no other incidents of the kind in the area, no common point of agreement had been reached on the issue at the end of the year under review, but no effort is being spared in this direction by the responsible governing authorities of the Territory.

A dispute between the Wabukin and Ambulin clans over the cutting of trees near Wapenamenda led to serious fighting on 21 January 1970. During the fighting three men were killed, one as a result of a spear wound and two as a result of arrow wounds, and 37 houses were destroyed. Fighting continued in the bush during 22 January. A small Administration group including 12 police moved into the area and restored peace to the area. Over 100 clansmen were arrested and charged for offences arising out of the incidents.

### CHAPTER 3

## DEFENCE FORCES

Defence activities in the Trust Territory of New Guinea and the Territory of Papua are directed toward developing local volunteer forces for the immediate defence of the Territories and providing a contribution to the maintenance of international peace and security in accordance with the requirements of the Charter of the United Nations and the New Guinea Trusteeship Agreement.

The defence forces in Papua and New Guinea are constituted and regulated under the *Defence Act* 1903-1966 of the Commonwealth of Australia.



The forces in Papua and New Guinea consist of two infantry battalions, other operational and supporting elements and a part-time citizen infantry reserve, the Papua and New Guinea Volunteer Rifles. There is a small naval base on Manus Island in the Trust Territory of New Guinea, the primary function of which is the training of Papuans and New Guineans for the purpose of manning patrol boats to operate in Territorial waters. A detachment of air force personnel and three transport aircraft are based at Port Moresby.

### *Army*

The policy of the Administering Power is to build an indigenous national army providing for the defence of the Territory a well disciplined, stable and reliable force completely loyal to the Administration or Government of Papua and New Guinea.

Army units in the Trust Territory and in Papua are under the command of the Papua and New Guinea Command established by the Australian Army at Port Moresby, Papua.

Regular units of the Command consist of two battalions of the Pacific Islands Regiment, headquarters and support troops. At the 30 June 1970 their total strength was 3,109 of which Papuans and New Guineans numbered 2,430 including sixteen indigenous officers and 845 indigenous non-commissioned officers. The majority of officers in the Command are Australian but a policy of replacing them progressively with Papuans and New Guineans is being followed.

The First Battalion, Pacific Islands Regiment is located in Papua and is based at Taurama Barracks near Port Moresby. The Second Battalion is located in New Guinea and is based at Moem barracks near Wewak. Each battalion maintains a one company outstation at Lae and Vanimo respectively. Units at Igam Barracks, Lae, also include an Area Headquarters, an Army Aviation flight and a Military Cadet School for the preliminary training of indigenous officers. The PNG Command Training Depot is located at Goldie River near Port Moresby. Detachments of the Papua and New Guinea Volunteer Rifles are located at various centres throughout Papua and New Guinea.

### *Recruitment*

Volunteers exceed requirements and therefore in order to establish a national army truly representative of Papua and New Guinea,

recruitment quotas are laid down for all districts in proportion to their population thus ensuring that recruits are drawn in appropriate numbers from all parts of the Territory. Recruiting teams, which visit all districts and main centres annually, base their selection not only on educational qualifications which vary considerably between areas but also on special tests and evaluation procedures designed to assess the intending recruit's potential to benefit from the type of training the Army gives. These tests and procedures have been developed over a number of years in close consultation with the Administration and have been thoroughly validated in use.

### *Training*

Throughout the soldier's service, both in training and in unit life, a strong emphasis is placed on education and citizenship training with the aim of developing in the individual a sense of responsibility to his people and his country and ultimately an efficient, stable, reliable and truly national army. The majority of recruits have had contact with the work of Christian missions and provision is made for the continuation of religious affiliations during their Army service.

To overcome difficulties of communication stemming from differences between tribal dialects considerable attention is given to instruction in the initial stages in the use of Pidgin (Neo-Melanesian) and then in both oral and written English. English language studies, as the basis for further academic, technical and military education, continue during unit service as do adult-oriented studies in arithmetic, science and social studies.

On completion of recruit training, soldiers are allocated to units for further training or to specific advanced training courses in accordance with their abilities, aptitudes and interests, but opportunities for further training for promotion or specialist work are continually available to those in the former group.

Many soldiers undertake full-time or part-time courses to meet the Army's need for tradesmen trained to full civil apprenticeship standards in the mechanical, electrical engineering, building and other trades, and for members filling specialist occupations (such as cooks, butchers, plant operators, supplies



inspectors, medical technicians and hygiene inspectors) where a high degree of civil skill is required. Training is undertaken through Administration apprentice-training institutions, at the Arms and Services Wing of the Training Depot at Goldie River, or in units, as appropriate. Throughout his Army service, the soldier continues to study under the Citizenship Training Programme which emphasises his responsibilities as a citizen.

Some specialised training is still undertaken in Australia but this will decrease as the availability of appropriate courses in Territory (civil or Army) institutions increases. It is planned that increasing use will also be made of Territory tertiary education and higher technical training institutions as Service members reach the appropriate levels in larger numbers.

Training received in the course of Army service has considerable residual benefit for those members separating from the Army, either on retirement or on completion of engagement, and for the community at large.

### *Officer Training*

Special attention is being given to officer training and a considerable increase in the number of local officers is planned. Apart from Territory school-leavers directly recruited for officer-training in Australia, a scheme for selecting potential officer-candidates from within the ranks of the Army has been introduced. Serving soldiers selected under this scheme undergo intensive educational and general broadening preparation at the PNG Cadet School before undertaking officer-training in Australia. In addition, officer qualifying courses for the in-service commissioning of senior NCOs and WOs have been introduced.

### *Military Activities*

Members serving with units of the Pacific Islands Regiment spend up to 5 months of each year on patrols in some of the most difficult terrain in the world, gathering topographical information and making contact with remote groups within the community. Members of support, logistic and base units also undertake specialised patrols, or accompany the normal patrols. During these patrols, members are exercised in their military and occupational skills in addition to carrying out specific patrol

tasks. Such patrols cover all districts of the Territory, and are organised in close consultation with the Administration.

### *Civic Action*

Civic Action is conducted by the Army at the request of the Administration in those remote areas visited by patrols of the Pacific Islands Regiment. It takes the form of physical and technical assistance to villages in construction and production techniques on projects of a community nature. Projects are nominated by the villagers and, after consideration by the Administration, are undertaken on a self-help basis, the villagers participating in the provision of labour and local materials.

While on these tasks, soldiers live and work with the members of the community to whom they are rendering assistance. This provides opportunities for improving inter-tribal relationships, increases the soldiers' own knowledge and experience of the civilian community and assists generally in the realisation of a spirit of nationalism for soldier and civilian alike.

### *Naval Unit*

The Papua and New Guinea Division of the Royal Australian Navy is being developed to form a security force for the surveillance of the coastline and rivers. Five modern patrol craft have been provided for this purpose.

The present indigenous membership of the Division is 215. Assistance in the training of the Division is provided by RAN personnel based at Manus where a refuelling service is also provided. The first four indigenous officers are receiving training in patrol boats as Sub-Lieutenants and three Cadet Midshipmen are receiving initial training in Australia. At 30 June 1970, 41 Papuan and New Guinean sailors were serving in patrol craft, some 83 sailors were receiving specialist training and the remainder were employed on base support duties.

### *Air Element*

The Royal Australian Air Force element in Papua and New Guinea consists of a Resident Air Force Officer and a detachment of 24 personnel equipped with three Caribou aircraft. They are engaged in providing transport support for the Army in Papua and New Guinea. Additional transport support is supplied from Australian based units when required.



# PART V. POLITICAL ADVANCEMENT

## CHAPTER 1

### GENERAL POLITICAL STRUCTURE

The *Papua and New Guinea Act* 1949-1968 provides for the administration of the Trust Territory in an administrative union with the Territory of Papua in accordance with Article 5 of the Trusteeship Agreement for New Guinea. A copy of the Trusteeship Agreement is at Appendix XXIII.

The Act, which is administered by the Minister of State for External Territories, the Honourable C. E. Barnes, M.P., through the Department of External Territories at Canberra, provides for the appointment of an Administrator to administer the government of the Territory on behalf of the Commonwealth of Australia. The Act also provides for a House of Assembly which, subject to the Act, has power to make ordinances for the peace, order and good government of the Territory. A House of Assembly, with 54 elected members and 10 nominated official members, was inaugurated on 8 June 1964, and replaced the former Legislative Council which first met in November 1951.

Under an amendment made in October 1966 to the Papua and New Guinea Act, the membership of the House of Assembly was increased from 64 to 94, consisting of 84 elected members and 10 official members. The larger House was introduced with the general elections held in February and March 1968.

Amendments to the Papua and New Guinea Act in 1968 introduced changes designed to give elected members of the House of Assembly a greater share in the executive government of the Territory.

The amendments provided for the appointment of seven ministerial members, and up to ten assistant ministerial members, from elected members of the House of Assembly. Ministerial office holders are appointed by the Minister for External Territories from a list (equal to the number of offices) drawn up in consultation between a House of Assembly Nominations Committee and the Administrator and approved by the House. Ministerial members are jointly responsible with the departmental head for the overall activities of their departments and for the framing of policy proposals, including proposals for expenditure. Ministerial members represent

their departments in the House of Assembly, for example in regard to motions, questions and the introduction and carriage of legislation. Assistant ministerial members work with departmental heads on specified areas of departmental responsibility and carry out duties of a ministerial nature.

The 1968 amendments to the Papua and New Guinea Act also replaced the former Administrator's Council by the Administrator's Executive Council. This Council consists of the Administrator, three official members of the House of Assembly appointed by the Minister for External Territories on the nomination of the Administrator, and those members holding office as Ministerial Members. In addition, the Minister for External Territories may, on the nomination of the Administrator, appoint to the Administrator's Executive Council an additional member who is an elected member of the House of Assembly.

The Administrator's Executive Council's functions are to advise the Administrator on any matter referred by him to it, or in accordance with an Ordinance, on any other matter. The role of the Council, subject to the Administrator's responsibilities for administering the Territory is seen as being the principal instrument of policy of the executive government of the Territory.

The *Local Government Ordinance* 1963-1968 provides for a system of local government, adaptable to all areas having regard to the different stages of economic, social and political development attained by various parts of the Territory. Further information concerning local government councils is given below and in Chapter 3 of this Part.

The Supreme Court of the Territory of Papua and New Guinea, established under the Papua and New Guinea Act, is the highest judicial tribunal in New Guinea and the only court possessing general jurisdiction over civil and criminal matters. The jurisdiction, practice and procedure of the Supreme Court are provided for under the *Supreme Court Ordinance* 1949-1958 and the *Supreme Court (Full Court) Ordinance* 1968. Courts having limited jurisdiction are District Courts, constituted under the *District Courts Ordinance* 1963-1965 and Local Courts constituted under the *Local Courts Ordinance* 1963-1966, which



came into force on 4 January 1966, abolishing Courts for Native Affairs at the same time.

Under the general direction of the Administrator, the administrative functions of government are discharged by sixteen functional departments, the public service aspects of administration of which are in each case the responsibility of the departmental head. A critical oversight of the organisation and work methods of the departments is exercised through its own departmental organisation by the Public Service Board which is directly responsible to the Minister of State for External Territories. The officers of the sixteen functional departments and of the Department of the Public Service Board are members of the Public Service of the Territory of Papua and New Guinea. Further information on the establishment of the Public Service Board is set out in Chapter 4 of this Report.

The headquarters of the Administration is located at Port Moresby in the Territory of Papua.

#### *Policy and Development Plans*

It is the continuing aim of the Administering Authority to promote and foster among the indigenous population an understanding of, and competence in, the operation of democratically elected representative institutions and the administrative machinery of government so as to bring them as quickly as possible to the stage where they will be able to manage their own affairs and decide their political future as a people.

The Administering Authority has continued to affirm that its basic policy for the people of Papua and New Guinea is self-determination and has reiterated that it is the prerogative of the Territory people to terminate the present Territory status and take independent status if they wish.

The progress already achieved in central government would have been impossible without the basis provided by experience of local government. Since 1950, when the first four native local government councils were established covering a population of 15,400 people, the system of local government has been extended until there are now 93 councils covering an approximate population of 1,511,123.

Political awareness has also been fostered by the appointment of indigenous people to statutory boards and committees, by the co-

operative and trade union movements, and indirectly by indigenous participation in the work of various non-governmental associations, by women's clubs, sporting clubs and by many forms of adult education. These activities have been vigorously promoted by the Administration over a period of years as necessary aids to the continuing process of advancement.

The current phase of the Administration's political education programme was announced in the House of Assembly on 29 November 1968. It commenced early in 1969. The main points of the programme are:

(a) to provide more information to the people on what is going on in the Territory to assist them to form opinions and make judgments on the basis of current information;

(b) to provide a more formal educational programme which deals more directly with the principles and structure of democratic government;

(c) to cover the whole spectrum of political education from involvement in current events and the practical use of political institutions to the understanding of the principles of democracy;

(d) to bring the programme to the villages and to concentrate particularly on local government councils, women's clubs and similar groups and school students;

(e) to include the widespread use of broadcasts in English, Motu, Pidgin and the lingua franca of important groups wherever possible;

(f) to make use of publications in the form of booklets, narrative stories and newspapers and of talks by field staffs.

The formal part of the programme will include material on:

Majority rule,

Local Government—how it works,

the Legislature—responsibility of members of the House of Assembly and political parties,

the Executive,

the role and function of Ministerial Members,

the Public Service,

the Judiciary.

The programme, which is estimated to cost \$40,000, will run until the date of issue of the writs for the next House of Assembly elections late in 1971.



Revision of the judicial system of the Territory is continuing. Further progress has been made in implementing the recommendations of Professor D. P. Derham, then Professor of Jurisprudence of the University of Melbourne, which were outlined in the 1960-61 Report.

Legislation now in force replaces the old system of courts of summary jurisdiction with a new system of courts exercising civil and criminal jurisdiction in cases involving people of all races and operating throughout both New Guinea and Papua.

## CHAPTER 2

### TERRITORIAL GOVERNMENT

#### *Structure*

The general structure of the territorial government is described in Chapter 1 of this Part and the administrative organisation is illustrated by the chart in Appendix II.

#### *Chief Administrative Officer*

Authority for the government of the Territory is derived from the *Papua and New Guinea Act* 1949-1968, which provides for the appointment by the Governor-General of the Commonwealth of Australia of an Administrator to administer the government of the Territory on behalf of the Administering Authority and to hold office during the Governor-General's pleasure.

The Administrator of the Territory during the period covered by this Report was Mr David Osborne Hay, C.B.E., D.S.O., who was appointed on 9 January 1967.

#### *Heads of Departments*

The ordinances of the Territory impose obligations and confer powers upon the heads of departments, *ex officio*. In some cases the Administrator has delegated to the head of a department certain of his powers relating to that department or to subject matter under the supervision of the officer concerned.

#### *Legislative Organs*

The main legislative organ is the House of Assembly which has power to make ordinances, subject to the *Papua and New Guinea Act*, for the peace, order and good government of the Territory. Legislation in the form of regulations pursuant to ordinance may be made by the Administrator or the Administrator-in-Council as prescribed.

#### *The House of Assembly*

The House of Assembly is established under the provisions of the *Papua and New Guinea Act* 1949-1968.

It consists of ninety-four members as follows:

- (i) ten persons, known as official members, appointed by the Governor-General on the nomination of the Administrator;
- (ii) sixty-nine persons elected by electors of the Territory; and
- (iii) fifteen persons, being persons possessing such educational qualifications as are specified by, or determined under, the regulations, elected by electors of the Territory.

An official member must be an officer of the Territory or a person who holds a specified statutory office. Official members hold office during the pleasure of the Governor-General. The electors of the Territory are listed on a common roll. The Administrator must ensure that general elections are held at intervals not exceeding 4 years.

The Territory is divided into sixty-nine open electorates and fifteen regional electorates as prepared by the Electoral Distribution Committee appointed by the Administrator under the provisions of the *Electoral Ordinance* 1963-66 and adopted by the House of Assembly. Each regional electorate includes two or more open electorates. Each elector is entitled to vote both for the open and for the regional electorate for which he is enrolled. The qualifications of electors and the method of election are described in Chapter 5 of this Part.

The Electoral Ordinance defines the qualifications of candidates. A candidate for election must be an elector of the Territory who is enrolled for the electorate for which he is nominated. A candidate may only stand for one electorate at each election. He is disqualified from nomination if he is a member of the Commonwealth or Territory Public Service, or holds a specified statutory office, if he is insolvent or an undischarged bankrupt, if he is under sentence of death, or if he is undergoing imprisonment for 1 year or longer. Nominations must be made according to the prescribed procedure and each nomination must be accompanied by the sum of \$50. This sum is refunded if the candidate is elected or polls more than one-eighth of the number of first preferences of the successful candidate.



An amendment to the Electoral Ordinance, assented to on 21 June 1967 and brought into operation on 24 August 1967, prescribes additional qualifications for candidates as recommended by the Select Committee for Constitutional Development. This amendment requires that candidates need to have been born in the Territory; to have lived in the Territory for a continuous period of 5 years; or to have been an elected member of the House of Assembly or Legislative Council for the Territory.

The second House of Assembly met on the following dates: 20 August to 9 September 1969, 10 November to 21 November 1969, 8 and 9 January 1970, 5 March to 19 March 1970, and 1 June to 12 June 1970.

The membership of the House at 30 June 1970 was:

<i>Speaker</i>	
Mr John Guise, Member for Alotau Open Electorate	
<i>Elected Members</i>	<i>Open Electorates</i>
Nauwi Sauinambi	Ambunti-Yangoru
Peter Garth Johnson	Angoram
James Meangarum	Bogia
Karigl Bonggere	Chimbu
Yauwi Wauwi Moses	Chuave
Sinake Giregire	Daulo
Kokomo Ulia	Dreikikir
Meck Singiliong	Finschhafen
Matthias Tutanava	Gazelle
ToLiman	
Louis Sebu Mona	Goilala
Sabumei Kofikai	Goroka
Ninkama Bomai	Gumine
Pena Ou	Hagen
Bono Azanifa	Henganofi
Toua Kapena	Hiri
Michael Marveta	Huon Gulf
Kaniniba	
Turi Wari	Ialibu
Paulus Arek	Ijivitari
Thomas Kavali	Jimi
Rauke Gam	Kabwum
Yano Belo	Kagua
Noel Michael Casey	Kainantu
Anani Maino	Kaindi
Koitaga Mano	Kandep-Tambul
Koriam Michael Urekit	Kandrian-Pomio
Daniel Bokap	Kavieng
Tore Lokoloko	Kerema
Siwi Kurondo	Kerowagi
Tom Koraea	Kikori
Oscar Tammur	Kokopo

Traimya Kambipi	Kompam-Baiyer
Andrew Andagari	Kokoba
Wabiria	
Lepani Watson	Kula
Poio Iuri	Lagaip
Pupuna Aruno	Lufa
Angmai Bilas	Mabuso
Paliau Maloat	Manus
Pita Lus	Maprik
Thomas Leahy	Markham
Momei Pangial	Mendi
James McKinnon	Middle Ramu
Percy Chatterton	Moresby
Mek Nugintz	Mul-Dei
Mangobing Kakun	Munya
Julius Chan	Namatanai
Patik Nimambot	Nawae
Tegi Ebei'al	Nipa
Donatus Mola	North Bougainville
Warren Dutton	North Fly
Muriso Warebu	Okapa
Epineri Titimur	Rabaul
John Poe	Rai Coast
Nathaniel Ian Uroe	Rigo-Abau
Kantigane Endekan	Sinasina
Wilson Suja	Sohe
<i>Elected Members</i>	<i>Open Electorates</i>
Paul Lapun	South Bougainville
Niwia Ebia Olewale	South Fly
John Middleton	Sumkar
John Maneke	Talasea
Matiabe Yuwi	Tari
Wesani Iwoksim	Upper Sepik
Tei Abal	Wabag
Kaibelt Diria	Wahgi
Yakob Talis	Wapei-Nuku
Leme Iangalo	Wapenamanda
Brere Awol	West Sepik Coastal
Beibi Yembanda	Wewak
<i>Elected Members</i>	<i>Regional Electorates</i>
Joseph Adrian Lue	Bougainville
Oala Oala-Rarua	Central
Dennis Buchanan	Eastern Highlands
Oriel Irving Ashton	East and West New Britain
Michael Tom Somare	East Sepik
Jason James Garrett	Madang
Walter Andrew Lussick	Manus and New Ireland
Cecil Abel	Milne Bay
Anthony Constantine	Morobe
Voutas	
William John Fielding	Northern
Virgil Baden Counsel	Western and Gulf
John Watts	Western Highlands
Joe Paul Langro	West Sepik



### *Vacancies—Regional and Open Electorates*

Chimbu Regional—Resignation of Mr Eric Pyne on 18 February 1970

Esa'ala Open—Death of Mr Norman Frederick Evennett on 12 June 1970

### *Official Members*

Anthony Philip John Newman, Assistant Administrator (Economic Affairs)

Thomas William Ellis, M.B.E., D.F.C., Secretary, Department of the Administrator

Donald Stuart Grove, Director, Lands, Surveys and Mines

Lindsay James Curtis, Secretary for Law

James Edgar Ritchie, Treasurer

Charles Geoffrey Littler, District Inspector, Division of District Administration

Stanley Michael Foley, District Commissioner, Mount Hagen

Ronald Thomas Galloway, District Commissioner, Port Moresby

Herbert Percy Seale, O.B.E., District Commissioner, Lae

### *Vacancies—Official Members*

One vacancy—Resignation of Mr Leslie Wilson Johnson, Assistant Administrator (Services).

A by-election was commenced on 20 June 1970 and polling concluded on 11 July 1970, to elect a new Member of the House for the Chimbu Regional Electorate.

Following the death of Mr F. C. Henderson, O.B.E., on 21 July 1969, Mr A. P. J. Newman (Treasurer) was appointed Assistant Administrator (Economic Affairs). Mr J. E. Ritchie was appointed Treasurer and was sworn in as an Official Member on 25 August 1969. Mr L. J. Curtis was appointed Secretary for Law following the retirement of Mr W. W. Watkins, and was sworn in as an official Member on 10 November 1969.

The principal language of the House of Assembly is English. Minutes are kept, and a verbatim record is made of the proceedings and debates.

Simultaneous interpretation of proceedings of the House of Assembly is provided in Police Motu, Pidgin, and English by a corps of staff interpreters.

The House of Assembly is empowered to make ordinances for the peace, order and

good government of the Territory, but the Papua and New Guinea Act requires that an ordinance shall not have any force or effect until it has been assented to by the Administrator or, in certain cases specified in the Act, the Governor-General.

Every ordinance passed by the House of Assembly is presented to the Administrator for his assent. The Administrator may assent to an ordinance; withhold assent; or reserve the ordinance for the Governor-General's pleasure. Certain classes of ordinance set out in Section 66 of the Papua and New Guinea Act must be reserved by the Administrator for the Governor-General's pleasure. The Administrator may also return the ordinance to the House of Assembly with recommended amendments, which the House of Assembly then considers and, the ordinance, with or without the amendments, is again presented to the Administrator for assent.

Where an ordinance is reserved for the Governor-General's pleasure, he shall within six months declare that he assents to the ordinance in whole or in part or that he withholds assent in whole or in part. He also may return the ordinance to the Administrator with recommended amendments, which are then considered by the House of Assembly and the ordinance, with or without the amendments, is again reserved for the Governor-General's pleasure.

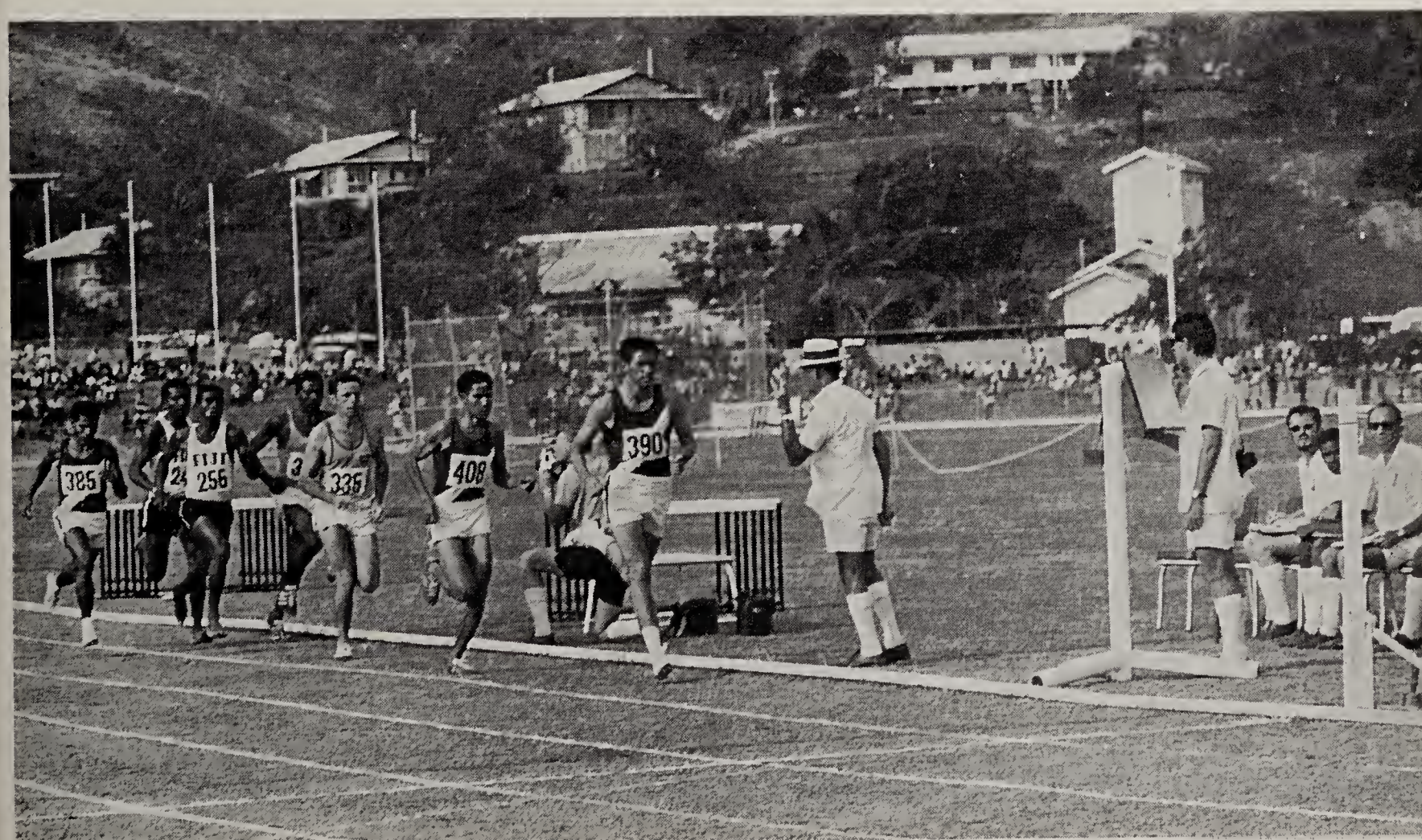
The Governor-General may, within six months of the Administrator's assent, disallow an ordinance or part of an ordinance or may recommend amendments. Each ordinance to which assent has been given or withheld is laid before each House of the Australian Parliament and where assent is withheld or where an ordinance is disallowed, the Minister of State for External Territories must, in addition, cause a statement of the reasons for withholding assent or disallowance, as the case may be, to be laid before each House.

Under Section 50 of the *Papua and New Guinea Act* 1949-1968 a vote, resolution or proposed law for the appropriation of revenue or moneys shall not be passed by the House of Assembly unless the purpose of the appropriation has, in the same session, been recommended by message of the Administrator. The order and conduct of the business and proceedings of the House is provided for by Standing Orders made by the House.





*Their Royal Highnesses the Duke and Duchess of Kent at the Opening Ceremony of the Third South Pacific Games held in Port Moresby, September 1969*

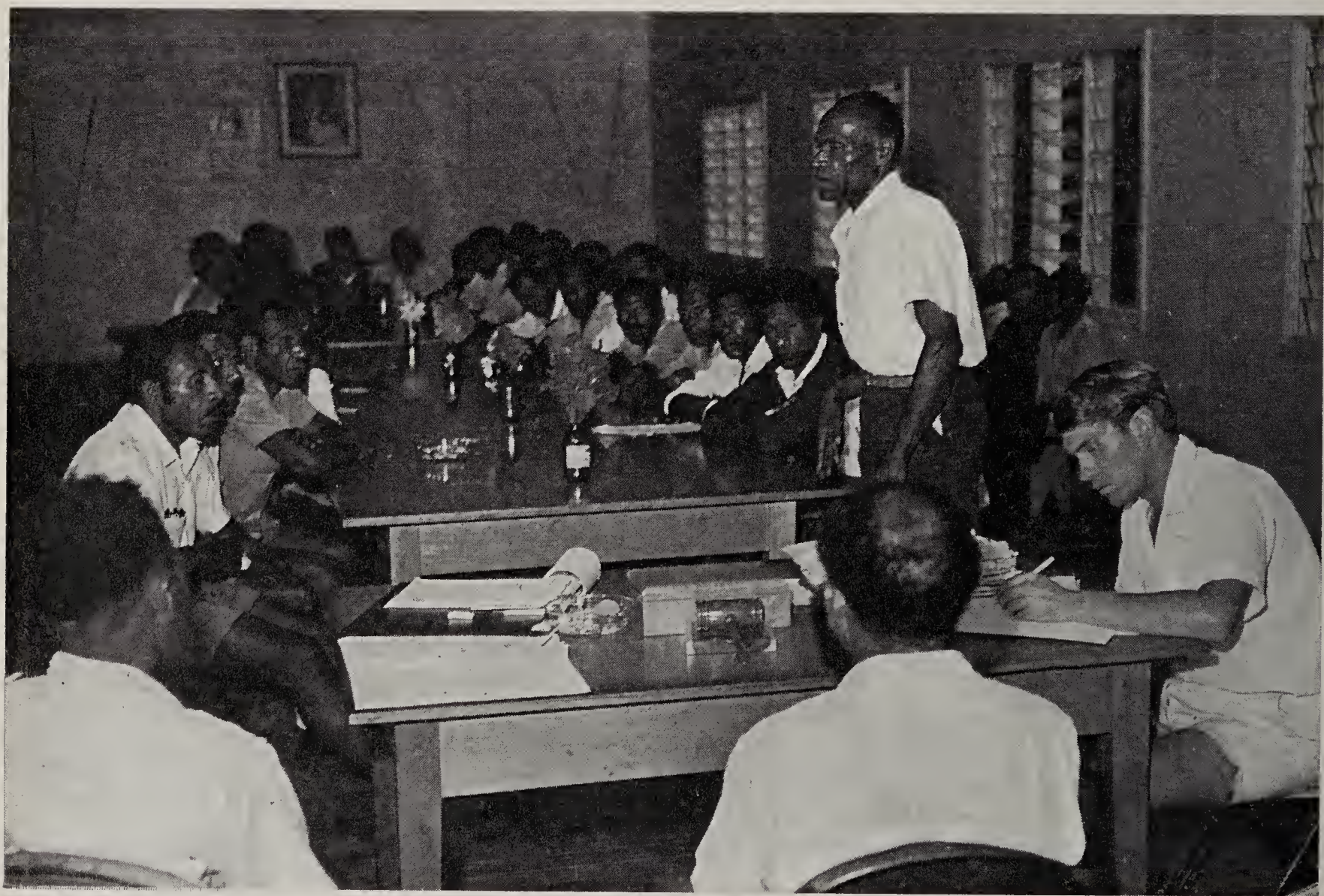


*Men's 1500 m. event at the South Pacific Games*





*Members of the Rigo Local Government Council, who visited the House of Assembly as part of their political education programme, being shown the Speaker's chair and desk by Mr John Guise, Speaker of the House (dark glasses)*



*Asaro-Watabung Local Government Council*



### *Committees*

The House of Assembly has established the following committees:

#### *Standing*

Budget Committee  
Economic Development Committee  
House Committee  
Library Committee  
Ministerial Nominations Committee  
Privileges Committee  
Regulations and Orders Committee  
Standing Orders Committee

#### *Statutory*

Public Accounts Committee  
Public Works Committee

#### *Select*

Constitutional Development Committee  
New and Permanent House of Assembly Building Committee  
Role of Permanent Overseas Public Servants Committee; and the following Select Committees which have made their final report to the House of Assembly—  
Superannuation Scheme for Members of the House of Assembly Committee  
House of Assembly Procedures Committee

### *Legislation*

During the period under review the House of Assembly adopted 120 Bills, of which 12 were private members Bills. No Bills passed by the House in this period have been disallowed or assent withheld.

A Legal Services section has been established for the House of Assembly. Its main functions will be to provide advice on legislation and with the drafting of private members Bills.

### *Further Constitutional Development*

In harmony with the Governor-General's statement to the Commonwealth Parliament on 3 March 1970, that steps would be taken 'to advance Papua and New Guinea further along the road to self-government and independence', preparations were well advanced, at the end of the reporting period, for a considerable devolution of power to elected members of the Papua and New Guinea House of Assembly.

No amendment of the Papua and New Guinea Act will be necessary. The changes will be brought into effect by Governor-General's Instructions to the Administrator, a

Determination under Section 24 of the Papua and New Guinea Act, and Approved Arrangements under section 25 of the Act.

The essential elements of the proposed changes are—

- Ministerial Members will continue to be responsible for the day-to-day running of their Departments. In future, Assistant Ministerial Members will be responsible for the day-to-day running of the part of their Department with which they are concerned.
- Ministerial office holders, subject to the Administrator's Executive Council and operating within the Budget and the Development Programme, will have the power of final decision in a substantial number of specified matters.
- The Commonwealth Government will specifically retain responsibility in some key areas such as the judiciary, law and order, external affairs and trade, and large-scale development projects. Commonwealth authority will also be retained in all the matters not specified but consultation on these will take place with the Administrator's Executive Council.
- Because of its ultimate responsibility for the Territory, the Commonwealth will retain a right of veto in matters where final authority rests with Ministerial office holders. If the Commonwealth ever needs to exercise this power, however, a statement of the circumstances is to be made to both the Territory House of Assembly and the Commonwealth Parliament.
- In areas where full authority will be exercised by Ministerial office holders the Administrator will be advised by the Administrator's Executive Council or by the appropriate Ministerial office holder. The Administrator will be bound to accept the advice of the Administrator's Executive Council. Advice from a Ministerial office holder may be accepted by the Administrator or he may refer the matter to the Administrator's Executive Council. He is then bound to accept the advice of the Administrator's Executive Council.

### *The Administrator*

The Administrator has authority under certain ordinances to make regulations relating to matters specified in those ordinances.



### *The Administrator's Executive Council*

Consequent upon the 1968 amendments to the Act of 1949-1968 an Administrator's Executive Council was established to replace the former Administrator's Council of three official and seven elected members of the House of Assembly.

The Administrator's Executive Council consists of the Administrator, the seven Ministerial Members of the House of Assembly, and three official members appointed by the Minister on the nomination of the Administrator. Under the Act, the Minister may appoint an additional elected member of the House of Assembly nominated by the Administrator. The composition of the Council at 30 June 1970 was as follows:

The Administrator.

#### *Ministerial Members of the House of Assembly*

Tei Abal, Ministerial Member of the House of Assembly for Agriculture, Stock and Fisheries

Matthias Tutanava ToLiman, Ministerial Member of the House of Assembly for Education

Toua Kapena, Ministerial Member of the House of Assembly for Labour

Sinake Giregire, Ministerial Member of the House of Assembly for Posts and Telegraphs

Tore Lokoloko, Ministerial Member of the House of Assembly for Public Health

Oriel Irving Ashton, Ministerial Member of the House of Assembly for Public Works

Simon Ningai Angmai Bilas, Ministerial Member of the House of Assembly for Trade and Industry.

#### *Appointed Elected Member of the House of Assembly*

Mr Thomas Joseph Leahy

#### *Official Members of the House of Assembly*

Mr Anthony Philip John Newman, Assistant Administrator (Economic Affairs)

Mr Thomas William Ellis, M.B.E., D.F.C., Director of Department of the Administrator

Mr James Edgar Ritchie, Treasurer, Department of Treasury

As set out in the Act, the functions of the Council are to advise the Administrator on any matters which he is required by the ordinance to refer to the Council for advice and on any matters which he refers to it at his own discretion. The Administrator is not bound to act in conformity with the advice of the Council, but if he fails to act in accordance with that advice in a case where it is provided by an Ordinance that an act or thing shall or may be done by the Administrator-in-Council, he must provide the House of Assembly with a statement of his reasons not later than the first sitting day of its next meeting.

The role and importance of the Council is enhanced by the Ministerial Member system. In matters of budget policy and planning the Council has the final responsibility within the Territory for advising the Administrator. Ministerial members, who form a majority, can make recommendations to the Council in relation to their Departments. The cumulative effect of these arrangements is that, subject to the duty and responsibility of the Administrator acting on behalf of the Australian Government to administer the Territory, the Council is the principal instrument of policy for the executive government of the Territory.

The Council has been exercising increasing authority over the past two years and its scope continues to be enlarged. In November, 1969, Council was granted greater financial authority as follows:

- (i) authority to admit new works under \$200,000 to design lists
- (ii) authority to approve requisitions authorising commencement of works over \$200,000
- (iii) in special cases, authority to admit urgent works items under \$200,000 to current works programme
- (iv) authority to include projects in the rural development programme

In March 1970, the Australian Government further enhanced Council authority by undertaking to consult the Council on all significant policy issues and to give the Council a greater voice in the procedures for the framing of the Territory budget.

In May 1970, additional financial authority was delegated to the Council, to advise the Administrator on acceptance of contracts exceeding \$200,000 for supplies and services.



### *Ministerial Members and Assistant Ministerial Members*

The Papua and New Guinea Act provides that there shall be ministerial offices as follows:

(1) There shall be—

(a) seven offices of Ministerial Member of the House of Assembly, of such respective designations as the Minister from time to time determines;

(b) such number, not being more than ten, of offices of assistant ministerial member of the House of Assembly, and of such respective designations, as the Minister from time to time determines.

(2) In respect of each ministerial office, the Minister shall determine, from time to time, the matters in respect of which the holder of the office is to perform the functions of a ministerial member or assistant ministerial member, as the case requires, being all or any of the matters to which the functions of a specified department of the Public Service relates.

At the first meeting of the current House in 1968, in accordance with this provision nominations for the office of ministerial and assistant ministerial members were considered by a Nominations Committee of the House of Assembly in consultation with the Administrator. The Nominations Committee which was representative of the main areas of the Territory considered the geographical areas and the difference and number of electorates in each, the known political views of the House of Assembly, capacity and experience, and the need to include some younger members of the House, when deliberating the nominations for ministerial office. The nominations finally decided upon by the Committee were accepted by the House. After receiving the recommendations of the Administrator the Minister for External Territories appointed the nominees to ministerial and assistant ministerial offices.

Present office-holders are as follows:

#### *Ministerial Members*

Angmai Bilas—Department of Trade and Industry

Oriel Irving Ashton—Department of Public Works

Matthias Tutanava ToLiman—Department of Education

Sinake Giregire—Department of Posts and Telegraphs

Tei Abal—Department of Agriculture, Stock and Fisheries

Tore Lokoloko—Department of Public Health

Toua Kapena—Department of Labour

#### *Assistant Ministerial Members*

Andagari Wabiria—Department of Lands, Surveys and Mines

Joseph Lue—Transport

Kaibelt Diria—Local Government

Lepani Watson—Co-operatives

Meck Singiliong—Rural Development

Oala Oala-Rarua—Department of the Treasury

Siwi Kurondo—Department of Forests

Wesani Iwoksim—Social Development and Home Affairs

During the year, Mr Paul Langro resigned as Assistant Ministerial Member for Department of Information and Extension Services. Through the nomination procedure outlined above, Mr Wesani Iwoksim was then appointed Assistant Ministerial Member of Social Development and Home Affairs. When Ministerial Office-holders were offered the opportunity to change portfolios earlier this year, only Mr Joseph Lue requested a change from the folio of Technical Education and Training to that of Transport.

The functions of ministerial members and assistant ministerial members are defined by the Papua and New Guinea Act in section 25 as being 'in relation to the matters, determined in relation to his office under the last preceding section, and to the extent and in the manner provided by arrangements approved by the Minister and applicable to his office, to assist in the administration of the government of the Territory and, in particular—

(a) to take part in the formulation of policies and plans, and of proposals for expenditure, in relation to these matters and in the direction of the activities of the department of the Public Service dealing with these matters;

(b) to represent, or assist in representing the Administration in the House of Assembly; and

(c) in the case of a ministerial member, to make recommendations to the Administrator's Executive Council in relation to these matters.'



The Act further provides in section 25 (2) that 'powers, functions or duties in relation to the government of the Territory should not be conferred or imposed by ordinance on the holder of a ministerial office in his capacity as the holder of such an office, but this subsection does not operate to prevent the delegation to the holder of a ministerial office of powers or functions under an ordinance'.

Arrangements approved by the Minister applicable to the office of ministerial member previously provided for the Ministerial Member, in his department, to exercise responsibility jointly with the Departmental Head. These arrangements made under Section 25 of the Papua and New Guinea Act, were varied in March 1970, and the new arrangements outlined the responsibilities of ministerial members in connection with their departments, the Administrator's Executive Council, and the House of Assembly as follows:

#### Part I—*Ministerial Members*

##### A. Responsibilities in connection with the Department

(1) Subject to the authority of the Commonwealth through the Administrator a Ministerial Member shall be responsible to the Administrator's Executive Council for those matters in respect of which he is to perform his functions relating to a specified Department of the Public Service. Within the approved budgetary provisions for the Department he shall:

(a) Be responsible within the framework of broad Government policy for decisions regarding policy and for administrative actions of the Department in its day-to-day activities (other than management and public service aspects);

(b) Be responsible for the formulation of plans and proposals for Departmental expenditure including the formulation of draft Departmental estimates;

(c) Refer policy decisions or other matters to the Administrator's Executive Council where

(i) he considers it necessary to do so, or

(ii) the Administrator's Executive Council or the Administrator so directs;

(d) Consider papers and recommendations submitted to him by the Department and his decisions shall be recorded in writing and shall be retained as part of the records of the Department;

(e) Receive advice in all matters relating to the exercise of his functions from the Departmental Head of the relevant Department who is responsible for the general working of that Department.

(2) Powers may be delegated to Ministerial Members according to law.

(3) When a decision to be made by a Ministerial Member involves a matter that does not fall wholly or exclusively within his functions—

(a) Where the decision affects a matter falling partly within the responsibility of another Ministerial Member he may make the decision jointly with the Ministerial Member or Members concerned or refer the matter to the Administrator's Executive Council; and

(b) Where the decision affects a matter partly falling within the responsibility of a Department for which no Ministerial Member has responsibility he may make the decision jointly with the Administrator (or his delegate) or the matter may be referred to the Administrator's Executive Council or the Minister, as may be appropriate.

##### B. Responsibilities in connection with the Administrator's Executive Council

(1) Except as may be otherwise arranged in any particular instance a Ministerial Member shall, in relation to matters within his competence—

(a) Introduce submissions into the Council including proposals for legislation;

(b) Present draft estimates of annual expenditure;

(c) Give effect to decisions made by the Minister or the Administrator after consideration of the advice of the Administrator's Executive Council.

(2) A Ministerial Member shall participate in general functioning of the Council under Section 19 of the Papua and New Guinea Act.

(3) A Ministerial Member who dissents from a decision taken on the advice of the Administrator's Executive Council may have his dissent recorded.



### C. Responsibilities in connection with the House of Assembly

(1) A Ministerial Member shall generally be responsible in the House of Assembly for matters within his competence and in particular—

(a) He shall answer questions and make official statements concerning those matters and by arrangements other matters; and

(b) He shall introduce legislation concerning those matters and by arrangement other matters, being legislation approved by the Administrator's Executive Council or the Minister for External Territories as the case may be, and shall guide the legislation through proceedings in the House.

### Part II—Assistant Ministerial Members

(1) The Assistant Ministerial Member will be consulted by the Ministerial Member or Departmental Head wherever possible in relation to recommendations or decisions on matters in respect of which the Assistant Ministerial Member is authorised to perform his functions and the consultation will be formally recorded on Departmental papers. Responsibility for recommendations or decisions on such matters lies with the Ministerial Member or Departmental Head as the case may be.

(2) The Departmental functions of the Assistant Ministerial Member include the following:

- (a) To assist during preparation of Bills;
- (b) Representation at official functions;
- (c) To meet official visitors;
- (d) To participate in Departmental functions;
- (e) To participate in preparing budget estimates;
- (f) To participate in Departmental policy formation;
- (g) Liaison with representative public bodies;
- (h) Such other duties or responsibilities as are determined from time to time by the Administrator.

(3) In the House of Assembly an Assistant Ministerial Member shall represent the Administration by answering questions relating to the matters in respect of which

he performs the functions of an Assistant Ministerial Member. He shall also assist Ministerial Members and Official Members in the handling of legislation, resolutions and motions affecting these matters. In relation to his responsibilities in the House of Assembly it will be necessary for the Assistant Ministerial Member to co-operate with the Ministerial Member and Official Member responsible in the House for these matters and with the Official Member designated as Senior Official Member of the House.

(4) With respect to the Administrator's Executive Council the Assistant Ministerial Member may, with the agreement of the Administrator, attend a meeting of the Council, when matters in respect of which he is performing the functions of an Assistant Ministerial Member are under discussion, and may be heard at the meeting.

(5) Assistant Ministerial Members will meet jointly from time to time with the Administrator, Ministerial Members (as appropriate) or senior officers to discuss and study proposed legislation and other matters of Territory interest.

Ministerial Members and Assistant Ministerial Members meet jointly at regular intervals to discuss and study proposed legislation and other matters of Territory interest.

A policy has been adopted of holding meetings outside Port Moresby several times a year, to enable the Administrator's Executive Council as a body to meet people throughout the Territory and to foster a wider understanding of the functions and importance of the Council in the government of the Territory. Between 1 July 1969 and 30 June 1970, the Council met 40 times, and formally visited the East New Britain, New Ireland, Madang, Western and Gulf Districts.

### *Statutory and Other Boards and Committees*

There are a number of statutory and other boards, committees and similar bodies which exercise executive or advisory functions. Details of the more important are given in Appendix II.

### *District Administration*

For administrative purposes the Territory is divided into districts each of which is administered by a district commissioner who is the Administrator's representative, and who, as



chief executive officer in the district, is responsible for general administration and for the co-ordination of the activities of all departments in his district.

Sub-districts are created as necessary according to topography, ease of communication, the distribution of the population, and other administrative considerations. Sub-district boundaries are not firmly fixed until the districts are under the complete control of the Administration.

The districts, their headquarters and the number of sub-districts of each are given in Appendix II Table 4.

#### *Classification of Areas*

Certain areas of the Territory which are not yet fully under the control of the Administration are declared 'restricted areas' under the provisions of the *Restricted Areas Ordinance* 1950. Entry to restricted areas is confined to indigenous people, Administration officials, and authorised persons. The Administration is thus able to exercise some control over the rate and extent of contact with the inhabitants and thus ensure that the development is peaceful and appropriate to their circumstances.

The Administration establishes friendly relations through the patrol system. Disputes are settled and the people are encouraged to seek advice. Economic, educational, and medical activities are begun and a census is taken. The people are thus introduced into the system of law and order, and, with the establishment of continuous supervision, control is consolidated and expanded. As the Administration extends its control, demands on its personnel increase, not only in the newly contacted areas, but also in the more advanced areas where the people need specialised assistance and rapidly developing services.

The remaining restricted area is 670 square miles in pockets of rugged and difficult country in the West Sepik and Western Highlands Districts.

Details of restricted areas are given in Appendix II which also includes a map showing areas restricted as at 30 June 1970.

#### *Patrols*

In areas not under restriction Administration patrols try to visit the people as often as possible, and to remain with them as long as is necessary to deal with any matters which

might arise. Visits are made by officers of the field staff of the Department of District Administration and of other Departments, in particular the Departments of Public Health, Forests, and Agriculture, Stock and Fisheries.

Restricted areas are patrolled as frequently as possible in a similar way to consolidate the influence of the Administration and to bring the areas under complete control.

Patrols in restricted areas are led by experienced officers. In unexplored or partly explored country, a preliminary aerial reconnaissance is first undertaken if practicable. The first ground patrols make contact and establish friendly relations with the people. They obtain information for administrative purposes as well as topographical data. Work proceeds from a number of points in the region in such a way that patrols from various posts link up and eventually the whole region is covered. Patrols working in isolated areas are equipped with portable radio transmitting and receiving sets.

*Tribal Fighting and Attacks on Patrols.* There were no attacks on patrols during the year.

### CHAPTER 3

## LOCAL GOVERNMENT

### *Local Government Councils*

Local government in the Territory of Papua and New Guinea functions within the general political structure described in Chapter 1 of this Part. The first councils in New Guinea were established in 1950. By 30 June 1951 there were four councils in the Trust Territory with seventy-two elected representatives for areas with a total estimated population of 15,000. Since then there has been significant extension of local government with particularly rapid growth in the five years ended 30 June 1968.

Four new councils were established during the year under review, while two were amalgamated. In the Madang District, Josephstaal and Simbai Councils were both proclaimed on 26 November 1969. The Chimbu and Western Highlands Districts each added one Council, Salt-Nomane (proclaimed 17 March 1970) and Mount Giluwe (9 October 1969) respectively. Erandora Council in the Eastern Highlands District was amalgamated with



Kainantu. The table below summarises the quantitative changes:

Year Ended 30 June	Number of Councils	Number of Councillors	Approximate Population in Council Areas
1966 ..	78	2,394	1,079,419
1967 ..	86	2,590	1,256,900
1968 ..	90	2,749	1,355,013
1969 ..	90	2,711	1,446,718
1970 ..	93	2,810	1,511,123

In addition, a number of councils extended their boundaries to include additional villages and small towns.

From 1950 until the coming into operation on 1 January 1965 of the *Local Government Ordinance* 1963, local governing bodies were governed by the *Native Local Government Councils Ordinance* 1949-1960 and were restricted to native village areas authorised, subject to the laws of the Territory, 'to maintain peace, order and good government among the natives residing in or being in the area and for which it is established', and any rule made by a Council was binding 'on all natives residing in or being in that area'. Councils had power to levy a Council Tax on all able bodied male natives apparently over the age of 17 years resident in the area and on female natives over 17 years who voluntarily enrolled as Council electors. Regulations made under the Ordinance defined various categories of natives resident within the Council's area eligible to vote.

From 1 January 1965 Councils could be proclaimed for any area and any person not less than 18 years of age and ordinarily resident in the area for 6 of the immediately preceding 12 months was to be enrolled as an elector. Any person who had paid personal tax for which he was liable to one council in a tax period was not liable to pay tax to any other council in whose areas he was, for the time being, working.

Councils established under the original ordinance have, for the most part, sought to extend their areas to include all land which can reasonably be expected to fall under their jurisdiction.

Eighty-two of the ninety-three councils in New Guinea now include non-native as well as native land and people and it is policy that the remaining councils be reconstituted to

extend their jurisdiction over all classes of land and people in their areas. A total of twenty gazetted towns is now included in council areas. A summary of the number of councils in each district of New Guinea is shown below and indicates in brackets the number of these councils which do not exclude land not held under customary tenure and which have a common roll for all residents in their areas.

Bougainville ..	..	7	(6)
Eastern Highlands ..	..	7	(7)
Chimbu ..	..	7	(7)
Western Highlands ..	..	12	(9)
East New Britain ..	..	3	(3)
West New Britain ..	..	6	(6)
New Ireland ..	..	5	(4)
Manus ..	..	1	(1)
Madang ..	..	13	(13)
Morobe ..	..	13	(10)
East Sepik ..	..	10	(10)
West Sepik ..	..	9	(6)
Total ..	..	93	(82)

The estimated percentage of the total population of Papua and New Guinea under the influence of local government at 30 June 1970 is 88.81 per cent (90.09 per cent of the population of New Guinea).

Decline in the rate of growth is to be expected because an increasing proportion of the areas not under local government is in sparsely populated country where there are difficulties in communication and development.

The Gazelle Peninsula Local Government Council was reconstituted by request of the Council in February 1969, the main effect of the reconstitution being to include all land and hence all residents within the boundaries of the Council's area as an integral part of the Council.

Opposition to this reconstitution of the Council has since been fostered by a section of the indigenous community. The stated main objection related to the inclusion of the minority expatriate sector. Non-payment of council taxes by members of organised groups has caused financial and other difficulties for the Council and is at present causing some retardation of Council projects and development in general.



There are three Regional Local Government Offices located as follows:

Rabaul—to serve the Islands Region.

Mount Hagen—to serve the Highlands Region.

Madang—to serve the Mainland Region.

These Regional Local Government Offices which were established in 1965 are continuing to provide readily available assistance to councils. The finance officers stationed in each region are proving of value not only in conducting audits and assisting councils with financial problems, but also in providing on-the-job accounting training for council clerks who have graduated from the local government training centre. Newly elected councillors are being assisted in gaining a better appreciation of their responsibilities by attending courses conducted by training officers attached to each regional office. Periodic courses are also conducted for all councillors, council committees and council officers in the various aspects of their work and in local government generally.

General field officers of the Division of District Administration continue to promote the development of local government in all districts and advisers to particular councils are appointed from among this staff on request. In addition, assistance is being given to councils by specialist officers of other departments, including a mechanical plant expert, an engineer, an architect, several doctors, education officers, agricultural officers and water resources experts.

Plans for the introduction of urban local government in the four main towns of Port Moresby, Rabaul, Lae and Madang are at an advanced stage. There is at present for each of these towns an appointed Town Advisory Council with necessary services being provided by the Administration.

*Functions and Constitution.* Under the *Local Government Ordinance* 1963-1969, the Administrator-in-Council may establish by proclamation local government councils which have authority, subject to the laws of the Territory, in defined areas to:

- (i) control, manage, and administer the council area, and ensure the welfare of the council area and the persons therein;
- (ii) organise, finance, or engage in any business or enterprise;
- (iii) carry out any works for the benefit of the community; and

(iv) provide, or co-operate in providing, any public or social service.

A council may also act as agent and perform and do such matters and things as are agreed upon on behalf of the Administration, an agency or instrumentality of the Administration, another council, or any other public body or institution, on agreed terms and conditions.

To enable them to perform these functions each council has the power to make rules, including rules imposing personal taxes, and rates and taxes on land situated within its area. Rules must be published in the *Local Government Gazette*, and laid before the House of Assembly on the first sitting day of the House after the making of a rule, and be forwarded immediately to the Commissioner for Local Government. A rule may be disallowed by a resolution of the House of Assembly or by the Commissioner. If the Commissioner disallows a rule in whole or in part, or recommends amendments to a rule, he must immediately give the Administrator a statement of the reasons for the disallowance or the amendments to be laid before the House of Assembly. Rules which have not been disallowed have the full force of law.

Efforts to achieve higher standards of legal accuracy in rules are meeting with success.

The Secretary for Law assists in the drafting of model rules which are then published in the *Local Government Gazette*. As of February 1970, the Department of Law has made available to the Local Government Division on a full-time basis the services of a Legal Advisor to assist in this field.

It is an offence for any person to prejudice the free and effective exercise of the lawful power and authority of a council.

The Administrator-in-Council, either by the proclamation establishing a council or by a subsequent proclamation, may make provision for the manner in which a council is to be constituted, for the wards into which a council area is to be divided, and for the manner of election to a council. It is usual to provide that should a ward refuse or fail to elect a councillor, the Commissioner for Local Government may either issue a writ for a by-election or nominate a person to be a councillor for that ward, and such a person shall be deemed to have been elected. During the year under review there has been no need for this authority to be exercised.



Any person who is not less than 18 years of age and who is resident in a council area is entitled to stand as a candidate for election. This year again saw women councillors; two were elected, one in the Bougainville District and the other in the East Sepik District.

Tenure of office of councillors after the initial elections is for 12 months, after which elections are held every 2 years, or every 3 years where this is provided for in the proclamation establishing the council.

The qualifications for voters and the method of voting are described below in Chapter 5 of this Part.

The returning officer for an election for a local government council is appointed by the Chief Electoral Officer of the Territory. After the returning officer has declared the result of an election the Chief Electoral Officer publishes the names of successful candidates in the *Local Government Gazette*.

A member of a council may be dismissed from office by the Commissioner for Local Government, but only after due inquiry has been made and proper precautions have been observed to protect the individual.

During the year no councillors were dismissed; however seventeen councillors were deemed to have vacated their offices, in each case the reason being non-attendance at three consecutive council meetings without the consent of the council.

Council presidents and vice-presidents are elected by secret ballot of the incoming council from their own number.

Currently one council president and four vice-presidents are non-indigenous persons.

Finance and executive committees composed of varying numbers of councillors, and usually including the president and vice-president, are appointed to prepare and subsequently to supervise a works programme, to organise festivities and sports days, to watch over the care and maintenance of council transport, to consider more important correspondence and to perform other similar functions.

Council members are paid allowances from council revenue, the amounts being fixed by councillors when drawing up the annual estimates. The annual appropriation for personal allowances for members may not exceed 15 per cent of the total estimated recurrent revenue of the council without the written approval of the Commissioner for Local

Government. These allowances are not a salary, but rather a reimbursement for out-of-pocket expenses incurred by members when engaged on council business. Most councils also vote a small sum annually as a special allowance to the members of their executive and finance committees.

*Finance.* Each council obtains most of its recurrent revenue from a personal tax collected and taken into account by the council in accordance with the Local Government Ordinance. Revenue is expended by the council in accordance with its certified annual estimates and no part of it goes to the Territorial Government.

Councils base their financial operations on the twelve months period 1 July to 30 June.

Councils may impose rates and taxes on land situated in council areas and fees in respect of any of the matters coming within the scope of their powers. A local government council tax review committee may grant an exemption from, or reduction of, council tax on grounds of hardship or lack of sufficient means, or may on any grounds reduce the amount of rates and taxes payable by a person to such amount as, to it, seems proper.

Beginning in January each year, every council holds a series of meetings to determine tax rates and to prepare annual estimates for the next financial year beginning on 1 July. Such meetings are attended by representatives of various Administration departments concerned with local services. In the light of all relevant circumstances, and with the approval of the Commissioner for Local Government, each council then passes a rule fixing taxation rates for the ensuing year, and then makes a more precise estimate of the total revenue it can expect to receive. When the revenue figure has been estimated and the carry-over figure calculated, every item of expenditure, whether recurrent or capital, is decided by the full council, all major items being voted on separately. Finally, the estimates are approved by formal motion and forwarded to the Commissioner for Local Government for certification that funds are likely to be available to meet the proposed programme.

Council members and electors take a keen interest in the financial affairs of their council and during the past year a number of councils prepared their estimates unaided.

Councils in low-income areas are given direct subsidies to enable them to become



established and to operate until their own revenue can pay for their recurrent expenditure. It is the policy of the Administration that the councils should progressively assume responsibility for all local public health services (including measures of hygiene such as sanitation and the improvement of water supplies). In order that this process may take place in a sound and uniform manner a system of grants-in-aid has been introduced whereby the financial contribution to health services made by any particular council depends on the stage of development it has reached. Councils have been graded, according to their ability to pay for health services, into four categories designated Stage 0, Stage 1, Stage 2 and Stage 3. The 'Stage 0' council makes no contribution for salaries of medical workers or cost of drugs and dressings. In addition, approved environmental sanitation projects are paid for by the Administration but the council provides all buildings for health work and is responsible for construction and maintenance. The scheme provides that councils included in higher categories make progressively greater proportional contributions until at Stage 3 a council would provide 75 per cent of the salaries of medical workers employed in its area, 50 per cent of the cost of drugs and dressings used, 50 per cent of the cost of approved environmental sanitation and 100 per cent of the cost of buildings. There are, as yet, no 'Stage 3' councils in the Territory.

The Department of Education assists to a limited extent with a building subsidies scheme for the construction of classrooms and teachers' residences by local government councils. Where councils are subsidised for these building projects, subsidies of up to \$700 may be paid. The purchase of radio sets by councils for village distribution is subsidised by the refund of customs duty and freight charges.

An increasing number of councils is entering into agreements with the Administration to maintain airfields and main roads in their area. Payments under these agreements are estimated at a rate to cover all the operating and capital equipment costs involved, and this gives the councils the opportunity to purchase vehicles and roadmaking equipment necessary to fulfil the terms of the agreements. This equipment is also utilised on other council projects in idle time. By this means access and village roads have been constructed or extended, thus increasing the infrastructure essential to economic development.

A further contribution by councils to the growth of the infrastructure derives from their participation in rural development projects. After consultation with councils the Administration, working through District Co-ordinating Committees, decides what development projects should be undertaken within the limit of available rural development funds. Councils provide up to 50 per cent of the cost of these projects in their areas in cash or kind the balance of the cost in cash or materials being supplied from the Rural Development Fund.

*Training.* Formal training in local government council matters is provided by the Division of District Administration field staff and regional training officers. Courses, which last for about two weeks, are mainly for indigenous leaders and elected councillors. The courses include instruction on the principles of local government, rule making, the relationship between councils and the central government, and the functions and responsibilities of a council.

The Local Government Training Centre at Vunadadir near Rabaul provides formal training for local government officers, indigenous patrol officers, local government assistants, council administrative officers, council clerks, and assistant council clerks. Administrative officer courses are provided for trainees who have completed a Form Four standard of education. These courses extend over a period of two years, and the subjects taught include accounting, council administration, law, political science, local government, English and economics, at a higher standard than the council clerks course. On successful completion of the course students will be employed by councils as administrative officers with responsibility for higher level management within the councils. Clerks courses are available for young people who have completed a Form Three standard of education. These courses last for one academic year and cover local government accounting procedures, book-keeping, law and government, civics, administration and other subjects. On completion of the course trainees are posted to a council to undergo practical training by working for the council. At the same time they continue to receive tuition by correspondence with the Training Centre by means of which they may qualify as Grade 2 Clerks. Where council clerks demonstrate appropriate ability and capacity for further study, they may be sponsored by their employing councils for the Administrative Officer



course. Training at the centre is paid for by the Administration, but each council contributes towards the cost of training and is responsible for the salaries of such trainees as it employs. Where a council nominates a clerk for further training to Council Administrative Officer level, this training is paid for by the council. Local government officers and local government assistants receive similar training to council clerical staff, but are employed by the Administration. These, when they have completed their training, are posted to districts to help the development of local government councils which have already been set up and to encourage and assist the formation of new ones.

Courses lasting about two weeks are conducted, in which instructions are given in extension methods and human relations to equip officers for local government advisory duties.

The number of trainees who completed courses at the end of 1969 is shown below:

Council Clerk	..	..	..	24
Assistant Clerk	..	..	..	2
Assistant Financial Officer (Stage I)	..	..	..	3
Council Administrative Officer (Stage I)	..	..	..	10
Council Administrative Officer (Stage II)	..	..	..	12
Trainee Patrol Officer	..	..	..	23

Enrolments for 1970 courses were as follows:

Council Clerk	..	..	..	7
Local Government Assistant	..	..	..	6
Assistant Financial Officer (Stage I)	..	..	..	4
Assistant Financial Officer (Stage II)	..	..	..	3
Council Administrative Officer (Stage I)	..	..	..	18
Council Administrative Officer (Stage II)	..	..	..	9
Trainee Patrol Officer	..	..	..	22

*Council Activities.* When they are first set up, councils may spend a large part of their budget on the construction of council chambers and staff houses, and on the purchase of vehicles and other equipment. At first, apart from this desire to establish their headquarters and administrative requirements, much of the initiative is necessarily taken by Administration officers, but after a year or two, councillors usually develop considerable executive ability and begin to assume more responsibility for the council's activities.

A council's first contribution to its area's health services is generally the provision of buildings for medical aid posts, which are then staffed and run by the Department of Public Health. Councils later assume greater responsibility for local health services. Several councils have co-operated with the Public Health Department in establishing rural health centres staffed by Papuan and New Guinean assistant medical officers and other trained staff. (See Chapter 7 of Part VII of this Report.) Centres of this kind have proved to be a useful means of providing day-to-day health care for residents of the council area. Since the people as taxpayers are directly interested in the centres, these centres quickly become a part of community life and the people more readily adopt general health practices in the village and the home.

Councils erect schools and classrooms, and some have built dormitories for children whose homes are not within walking distance of a school. Others have constructed buildings from local materials for community vocational schools which are staffed and conducted by the Department of Education. These vocational schools teach basic carpentry and the simpler technical skills appropriate to village needs. In several areas this local training has provided the semi-skilled workers and contractors whom councils require for their building projects and to operate and maintain equipment such as trucks. As living standards rise in the villages so does the need increase for men with some knowledge of carpentry and mechanical maintenance to assist in building houses, and in servicing bicycles, trucks, out-board motors and other equipment purchased by the villagers.

Other community services organised and financed by councils include the provision of village water supplies by the construction of roof catchments, concrete wells or windmills, and the making of side roads to open up isolated localities for cash cropping. These roads are made at little cost by the voluntary labour of the local people using council trucks and equipment. Council transport is also hired out to move produce and supplies between the villages and market outlets.

Some councils have undertaken various forms of economic activity to develop their own areas. The Tolai Cocoa Project of the Gazelle Peninsula Council, as described in previous reports, this year produced approximately 1,763 dry tons of cocoa. Sales of the



cocoa and small amounts of copra and chilli were valued at \$1,063,331.

Other ventures being undertaken by councils include village cattle projects, town markets, brick factories, wholesale bulk stores supplying goods to village storekeepers, etc. Hostels have been taken over and managed by a number of councils, while many have established shipping services for goods and produce.

Councils are active in the cultural field: they sponsor exhibitions of traditional arts and crafts, encourage participation in choral competitions and in district agricultural shows, help to finance film shows and donate school prizes.

Councils continue to show interest in the youth in their areas and a number employ youth workers trained by the Administration. The training continues to include some emphasis on practical handyman skills in addition to instruction in youth and group work. An important innovation is that the nature of the training is now oriented on a regional or district basis with the object of providing instruction in knowledge and skills particularly relevant to the area in which the employing council is situated. Courses for council sponsored trainees are now, therefore, generally more specialised and more closely related to the area.

Trainees are selected by local government councils. After completing the course, they are employed by the council which selected them, to help with the problems affecting young people in its area. Trainees are taught how to establish playing fields, to organise games and clubs and to undertake health education work in villages. The revised training course is designed to make youth workers generally more valuable in the council's community development activities. The Administration pays all training expenses and the local government councils employ the trainees as full-time youth workers when they have completed training.

Councils periodically consult with members of the House of Assembly. This is a valuable means of informing members of the House of public opinion in council areas, and of enabling villagers to learn about the work of the House of Assembly and the way it is dealing with matters of direct and indirect concern to them.

In April 1968, the Local Government Association of Papua and New Guinea Inc. came

into being as a result of moves by many of the councils, firstly to establish a forum for discussion and communication on matters of mutual concern and secondly to form a unified body which could better promote the efficient carrying out of local government throughout the Territory.

The Association's aims include:

- watching over and protecting the interests, rights and privileges of member councils;
- to plan and participate in an employees' pension scheme amongst member councils;
- to establish links with similar organisations in the Commonwealth of Australia and elsewhere.

All councils are members of the Association and contribute towards annual costs from bank interest accrued in reserve accounts.

Delegates for conferences are elected amongst councillors, with one representative from each District.

During the year under review, the Association has negotiated with the Administration on such matters as duty-free import of council vehicles, equipment and materials used for public purposes. The Association acts as a group insurance agency amongst member councils, and assists with loans for the establishment of business ventures.

Councils planning vital development decisions which may affect or involve other councils, have recourse through the Association to a broad appraisal and discussion before proceeding.

A number of District Local Government Conferences were held during the year in New Guinea and Papua and these are now an annual feature in each District.

Appendix II, Table 8 sets out particulars, including the tax rates declared under the rules, of the councils in existence at 30 June 1970.

Appendix II, Tables 9 and 10 set out analyses of receipts of, and expenditure by, councils for the year ending 30 June 1970.

Appendix II, Table 11 shows local government council voting statistics for the year ended 30 June 1970.



### *District and Town Advisory Councils*

District advisory councils, which are non-statutory bodies, give residents an opportunity to express their views and to offer advice to the district commissioner on matters affecting the district in which they live. There is a district advisory council in each of the twelve districts of the Territory. Each council consists of the district commissioner, who is chairman, and members appointed by the Administrator for terms of two years. Members are eligible for reappointment.

Each council has a majority of indigenous members. In each of the Morobe, East Sepik, Eastern Highlands and East New Britain Districts there is a council membership of twenty including the district commissioner and eleven New Guineans. In each of the Madang, Manus, New Ireland, Bougainville, Western Highlands, Chimbu, West New Britain and West Sepik Districts, the council provides for a maximum membership of fifteen including the district commissioner and eight New Guineans. The councils are proving a useful means of widening the participation of the indigenous people in the political life of the Territory and of associating them more closely with other racial groups in the handling of local affairs.

Members of the House of Assembly, who are also eligible for appointment to district advisory councils, are entitled to attend meetings of district advisory councils in their electorates and participate fully in all council business.

Town advisory councils are non-statutory bodies established to advise the Administration on matters affecting township areas not within the area of a local government council. There are town advisory councils at Rabaul, Madang, Lae, Bulolo and Wau. All other towns are in multi-racial council areas.

Membership of councils consists of private citizens and Administration officials appointed by the Administrator for one year terms or until such times as a local government council takes over the control of the town, whichever be less, the chairman being elected annually from among the members. New Guineans are included in the membership of all town advisory councils.

Persons selected for appointment to councils are locally influential and reputable individuals

collectively representative of all significant sections of the district community and with an awareness of district problems. Membership of these councils is used as a means of associating the indigenous and non-indigenous people with handling of local affairs, and participation in the political life of the country.

The composition of district and town advisory councils is shown in Tables 13 and 14 of Appendix II.

## CHAPTER 4.

### THE PUBLIC SERVICE

#### *Legislation*

The Public Service of the Territory of Papua and New Guinea is constituted under the *Papua and New Guinea Act 1949-1968* and regulated by the *Public Service (Papua and New Guinea) Ordinance 1963-1968*. This Ordinance was passed by the Legislative Council in November 1963 and together with the regulations and various determinations made thereunder came into operation on 10 September 1964. The *Public Service Ordinance 1949-1963* and regulations were at the same time repealed.

Other important provisions relating to the Public Service are contained in the following legislation:

(i) the *Public Services Conciliation and Arbitration Ordinance 1969*, which provides for the appointment of a Conciliation and Arbitration Tribunal for the hearing and determination of claims submitted on behalf of officers and employees of the Public Service;

(ii) the *Superannuation (Papua and New Guinea) Ordinance 1951-1967*, which provides for pension and provident fund benefits for overseas officers;

(iii) the *Papua and New Guinea Retirement Benefits Ordinance 1960-1967*, which provides for retirement benefits for local officers;

(iv) the *Workers' Compensation Ordinance 1958-1967*, which provides for compensation payments in respect of injury or incapacity arising out of or in the course of employment; and



(v) the *Retirement Benefits (Contract Officers) Ordinance* 1966, which provides for the payment of retirement benefits to certain contract officers of the Public Service.

### Control, Structure, and Staffing

Control of the Public Service in such matters as the creation and abolition of offices, changes in the classification, designations and duties of officers, the determination of salaries and allowances and the making of regulations and determinations under the Ordinance is exercised by the Minister of State for External Territories.

The Public Service Board, comprising a Chairman and three members appointed by the Minister, is responsible for the proper administration of the Public Service and for the specific duties of critically overseeing the activities and methods of departments conducting Administration business; the creation and abolition of positions and variations in classifications, designations and duties of offices under authority delegated by the Minister; the devising of means for effecting economies and promoting efficiency; ensuring that adequate arrangements are made for the training of local officers and for their advancement to offices at all levels of the Public Service; the submission of reports and recommendations to the Minister on matters required to be dealt with by him; and the furnishing of an annual report to the Minister on its activities, and on the conditions and efficiency of the Public Service.

The Public Service consists of three divisions—a First Division which includes Departmental Heads; a Second Division comprising

positions of an administrative, professional or clerical nature; and a Third Division covering all offices not included in the First or Second Division. Any position in the Public Service is accessible to members of all sections of the population, subject to the normal requirements such as efficiency, educational qualifications and medical fitness.

Number of staff (classified according to the nature of their appointment status) at 30 June 1969 and 30 June 1970 were as follows:

	30 June 1969	30 June 1970
Within the Public Service—		
First, Second and Third Divisions—		
Permanent Officers—		
Overseas .. ..	1,640	1,513
Local .. ..	8,095	8,528
Contract Officers and Employees(a)—		
Contract Officers ..	2,700	3,012
Contract Employees ..	29	..
Temporary Employees—		
Overseas .. ..	2,407	2,538
Local .. ..	5,123	(b) 6,036
Outside the Public Service—		
Statutory Appointees ..	39	39
Special Determination Employees .. ..	53	53
Sub-Total .. ..	92	92
	20,086	21,853

(a) A contract officer or employee is a person recruited on overseas conditions for a specified period, usually two to four years. (b) Some 3,000 of these personnel are undergoing formalities (Medical, X-Ray, Character Checks) prior to permanent appointment.

Numbers of members of each section of the population employed in the Public Service during the past five years were as follows:

					Employed Under Public Service Ordinance			Special Determina- tion (Asians and mixed race)	Adminis- tration Servants
					Indigenes	Europeans	Total(a)		
At 30 June—									
1966	..	..	..	..	9,707	5,904	15,611	112	1,088
1967	..	..	..	..	10,846	6,101	16,947	94	428
1968	..	..	..	..	12,066	6,399	18,465	75	275
1969	..	..	..	..	13,218	6,776	19,994	53	233
1970	..	..	..	..	14,564	7,197	21,761	53	201

(a) Statutory appointees are excluded.



No reliable figures are available in respect of the number of staff domiciled in Papua who exercise functions for both the Trust Territory and Papua. As the two Territories are administered as a single union, it is unrealistic to attempt to allocate to either of them a proportion of the staff of each Department's Headquarters. The difficulty is further compounded by the freedom of movement between the Territories which result in there being a number of New Guineans employed in Papua and vice versa. At Appendix II details are given of Public Service Employment by Manpower Class.

#### *Administration Servants*

The 201 remaining at 30 June 1970 are either educationally unqualified or medically unfit for permanent appointment. Applications in medical cases are kept under review.

#### *Salaries and Conditions*

A claim lodged during the year by the Public Service Association for increases in the salaries of indigenous officers resulted in both the reclassification of certain positions and overall salary increases ranging upwards from fifty dollars per annum. The new salary scales became effective on and from 25 June 1970.

The general conditions of service of indigenous officers and employees of the Public Service are continually under review. Some of the more significant of recent improvements have been—the service of an indigenous officer or employee formerly employed as an Administration Servant is now credited as service for furlough purposes; increases in many of the allowances paid to indigenous officers, e.g. boot allowance, camping allowance, travelling allowance, and meal allowances, and the introduction of a grant of special leave to temporary employees of the Public Service at the same rates and under the same conditions as apply to permanent officers of the Service.

Local officers tend to be employed close to their villages, if possible, so that disruption to family and village life is minimised. All positions however, which are advertised within the Public Service as vacant are open to all who are eligible, and it not infrequently happens that a successful application results in a move to another part of the Territory. Thus there is neither restriction nor compulsion on the mixing of officers from different tribal or village groups, nor is any distinction drawn between them in filling vacancies.

#### *Industrial and Arbitration*

The *Public Service Conciliation and Arbitration Ordinance* 1969 came into force on 6 February 1970. The Ordinance provides for the establishment of a Tribunal consisting of three members, one being chairman, and four assistant members who, by convention, will be indigenous people. Assistant members have no voting powers but may take an active role in the functioning of the Tribunal and can offer opinions and suggestions.

The following appointments were announced early in 1970:

Mr L. J. Mathews—Chairman  
Mr S. Hastings—Member  
Mr E. G. Deverall—Member  
Mr G. Rea—Assistant Member  
Mr K. Kalo—Assistant Member  
Mr T. Tomakala—Assistant Member  
Dr R. Taureka—Assistant Member

Of the memorials lodged under the new Ordinance of 30 June 1970 the major one has been the Local Officers' claim for increased salary rates. The memorial was lodged under the new ordinance in February 1970, and sought a revised salary structure for all levels of local officers in the Public Service and the replacement of the family needs allowance by a revised minimum wage system. Agreement was reached with the Public Service Association which resulted in salary increases at all levels (see earlier part of this report). Agreement was also reached on a new scale of family needs allowance but the future of this allowance is still the subject of discussion with the Public Service Association, as the Administration acknowledges that the existing system of family needs allowance is capable of improvement.

Other arbitration claims settled during the year included: increased salary rates for Rural Development Officers; increased salary rates for Stock Inspectors and Livestock Officers; increased rates in camping allowances; retrospective adjustment in salary and allowances payable to overseas nurses; increases in the rates of on-call allowances; increased salary rates to Transport Officers and for specified local female officers and employees. The foregoing claims were all settled by negotiation. There are several claims which are still the subject of negotiation between the Public Service Board and the Public Service Association.



The following Determinations have been approved in the year ended 30 June 1970.

#### Ministerial

*Public Service (Salaries) Determination 1970*

*Public Services (Overseas Officers' Allowance) Determination 1970.*

*Public Service (Salaries) Determination (No. 2) 1970.*

*Public Service (House of Assembly—Overseas Officers' Leave Fares) Determination 1970*

#### Public Service Board

*Public Service (General Allowances) Determination (No. 2) 1969*

*Public Service (Local Temporary Employees) Determination 1970*

*Public Service (General Allowances) Determination (No. 1) 1970*

*Public Service (General Allowances) Determination (No. 2) 1970*

*Public Service (General Allowances) Determination (No. 3) 1970.*

#### *Recruitment of Local Officers*

The recruitment effort, directed primarily at the school-leaver group, results in approximately 50 per cent of the total of school leavers of Form 3 standard or better entering the Public Service. The other 50 per cent enter employment with business firms, statutory authorities, the Missions or go on to tertiary studies at the University or at the Institute of Technology.

During the year ended 30 June 1970, 1329 local officers were appointed permanently to the Public Service. Included in this figure, which exceeded the programme by 32 officers, are a number of trainees who had completed training at approved institutions.

Until this year, most of the field activity in schools associated with local recruitment had been carried out by overseas officers, but it is now possible, through training and experience, for local officers to begin undertaking school visits. An intensive course in recruiting skills involving eight experienced local officers was conducted by the Public Service Board, and these training personnel will take a major part in the recruitment of school leavers during 1970-71.

#### *Localisation*

A Localisation Section commenced operations in the Department of the Public Service Board in October 1969 under the direction of an expatriate officer. In addition

to many years' experience in the training of local officers in the Territory, this Officer had recently visited South-East Asia and South Africa to examine the training and localisation schemes operating in a number of recently independent countries in those regions.

The Section has already given impetus to the process of localisation within the Service. It works under the direction of the Public Service Board with specific control by one of the indigenous members of the Board, and maintains close liaison with all departments of the Service and with other sections of the Board's organisation so as to ensure that localisation tasks are tackled in a co-ordinated manner and with all available resources.

Since its inception the Section has been engaged in collecting basic information for both short and longer-term planning purposes; in ensuring that qualified local officers are given advancement opportunities appropriate to their qualifications; in devising means for the selecting of particular local officers for accelerated promotion to positions carrying greater responsibility within the Service; and in examining special training needs and devising new training schemes in consultation with other authorities in this field.

It is one of the Section's functions to examine all proposals for the extension of contract engagements for overseas officers and to assess whether such extensions are justifiable and if so, the appropriate length of the extension. This process entails the critical examination of departmental local officers training and advancement plans and provides a means of identifying areas in need of special attention.

Several new training schemes aimed at the acceleration of localisation at various levels have recently been developed. Cadetships, which provide tertiary training for careers in the Public Service, were introduced at the beginning of 1970. An advanced management scheme for local officers is to commence at the Public Service Training Centre in August 1970 and a scheme was introduced in March 1970 under which Papuans and New Guineans are sent to Australia for periods averaging about six months to undergo on-the-job training in areas in which training facilities in the Territory are inadequate. Further details of these schemes are given below under 'Training'.



One Papuan, a Bachelor of Arts of the University of Queensland, and one New Guinean, who has almost completed an Arts degree at the University of Papua and New Guinea, recently began a period of training in diplomacy with the Department of External Affairs in Canberra.

The policy of giving suitably qualified Papuans and New Guineans experience in the senior positions of the Service has been taken further with the appointment of Mr P. Matane and Mr S. Pitoi, the two indigenous members of the Public Service Board, to act respectively for continuous periods of several months, as Director of Lands, Surveys and Mines, and Director of Posts and Telegraphs, while the expatriate departmental heads concerned were absent on other duties or on recreation leave. In the meantime their places on the Board were filled on an acting basis by other senior indigenous officers. Other positions of responsibility at present filled by local officers are those of Magistrates, Chief Electoral Officer, Regional Medical Officer, District Medical Officer, District Inspectors of Schools, Education Officers Class III and Class IV, and Assistant District Commissioners.

During the year the number of local officers in the Second Division of the Public Service increased by 40% and in the Third Division by 6%. The number of local officers above the Clerk Class IV level increased by 38.5% from 188 to 251 officers.

### *Psychological Services*

The prime role of the Psychological Services Section is to assist in the selection, placement, development and proper adjustment of the members of the Public Service, Statutory Authorities and government sponsored institutions.

Special attention has been given to the creation of adequate central research and reference facilities designed to adapt psychological procedures to local circumstances. Liaison is maintained with related agencies in Australia and overseas, with particular emphasis on procedures in developing countries.

Activities are geared to the theme of identification and acceleration of those local officers most capable of benefiting from opportunities for further training and education. Psychological testing is applied in stages to all potential school leavers at Forms 3 and 4 levels. The results of these tests are taken into account in selections for Public Service training institutions and all other Territory

tertiary institutions. Psychological assessment is also taken into account in the awarding of tertiary scholarships, Public Service free places and cadetships, as well as for the more important in-service training courses.

One such development concerns the application of intensive leadership group or 'country house' type assessment programmes to aid the selection of local officers for six-month advanced management courses at the Public Service Training Centre. Information so gleaned is also taken into account in career planning for such officers. Similar group assessment programmes are to be carried out early in the new financial year with the Department of Education.

There is an increasing demand for Territory psychologists to participate in training programmes and in the devising of more effective management and personnel practices generally. Territory psychologists now take part in the recruitment of certain categories of expatriates who are most involved in 'contact' type appointments, namely cadet education and patrol officers as well as police officers.

The development of regional psychological services has been extended and stabilised with the acquisition of new staff in the New Guinea region, so that all Highland Districts are now catered for by a regional psychologist in Goroka. Likewise, the appointment of an industrial psychologist means that more attention can be given to the local application of psychology to management techniques and personnel practices, as well as to industrial development generally.

### *Training*

Intra-Territory training for serving local officers and school-leaver recruits may be classified into six broad groups:

1. *Scholarships.* These are awarded on merit and provide entrance to tertiary institutions, such as the University of Papua and New Guinea, the Institute of Technology, the Papuan Medical College, and the Dental College. The scheme, which is administered by the Department of Education, provides for the payment of fees for full-time study, textbook allowances, living allowances, and, where necessary, annual return fares between the student's home and the institution attended.
2. *Cadetships.* These provide tertiary education, either at the University or at the Institute of Technology, on a full-time basis. Cadets are employed in Departments during vacations, and are paid a full salary.



The cadetship scheme, which was introduced in 1970, enables cadetships to be made available to school leavers and others outside the Public Service as well as to serving local officers. At the end of June 1970 there were 64 cadets taking courses as follows:

Mechanical Engineering .. ..	3
Civil Engineering .. ..	7
Architecture .. ..	6
Finance .. ..	11
Surveying .. ..	8
Administrative .. ..	27
Legal .. ..	2
	<hr/>
	64

3. *Free Place Scheme.* This scheme, administered by the Public Service Board, offers full time tertiary education to serving local officers. Courses are available either at the University or at the Institute of Technology. At the end of June there were sixteen free place holders.
4. *Traineeships.* These are for school-leavers. Subject to their attaining a satisfactory educational standard they are accepted into one of the 28 training institutions operated within the Public Service. Examples of these are the Agricultural and Forestry Colleges. Trainees have the status of salaried temporary public servants and on successful completion of training may be appointed permanently to the Public Service.
5. *Apprenticeships.* Trade training in some twenty different trades is provided through

six departments of the Public Service. Apprenticeships, of four or five years' duration and in most cases requiring at least part time attendance at a technical college, are administered by the Apprenticeship Board. At 30 June 1970 there were 493 apprentices undergoing training through the Departments of Public Works, Trade and Industry (Marine Division), Treasury (Motor Transport Branch), Forests, Agriculture Stock and Fisheries, and the Government Printing Office.

At 30 June 1970, 1941 students and trainees, 64 cadets, 62 trainee typists and stenographers and 493 apprentices, a total of 2,560 persons were engaged in training courses in preparation for careers in the Public Service. In addition approximately 250 serving officers were undergoing in-service training at various departmental institutions while another 1,300 people were engaged in various forms of training for employment in occupations ancilliary to the work of the Public Service, e.g. Police, Health, Corrective Institutions.

In addition to intra-Territory training, there have been a number of overseas duty tours by serving officers, both for training purposes and to represent the Territory at international and regional conferences.

The following table shows the number of overseas tours, which includes WHO Fellowships or Courses undertaken or approved during the period 1 July 1969 to 30 June 1970.

Department of	Local officers			Overseas officers			
	To Australia	Elsewhere overseas	Sub-total	To Australia	Elsewhere overseas	Sub-total	Total
Public Health .. ..	11	25	36	17	21	38	74
Agriculture, Stock and Fisheries ..	6	..	6	31	9	40	46
Administrator .. ..	1	1	2	26	4	30	32
Education .. ..	11	7	18	11	3	14	32
Lands, Surveys and Mines .. ..	..	2	2	19	5	24	26
Social Development and Home Affairs	7	2	9	11	2	13	22
Forests .. ..	1	..	1	17	2	19	20
Post and Telegraphs .. ..	2	1	3	16	1	17	20
Law .. ..	..	..	..	17	1	18	18
Public Works .. ..	1	4	5	15	1	16	21
Trade and Industry .. ..	2	5	7	5	8	13	20
Police .. ..	2	..	2	10	(a)1	11	13
Labour .. ..	..	..	..	11	1	12	12
Public Service Board .. ..	..	..	..	5	3	8	8
Treasury .. ..	..	..	..	5	..	5	5
House of Assembly .. ..	1	..	1	2	2	4	5
Information and Extension Services ..	1	..	1	1	..	1	2
	46	47	93	219	64	283	376

(a) The Commissioner of Police, who is a Statutory Appointee attended an 'Interpol' conference. (b) Table excludes overseas visits by Members of the House of Assembly and visits by two local officers specially selected for overseas training in diplomacy.



A scheme for the practical training of local officers in on-the-job situations in Australia for periods averaging 6 months began in March 1970. Five local officers have gone to Australia under the scheme and a further ten are expected to begin such training in the current financial year. It is planned to include 60 more officers in the scheme in 1970-71.

6. *Public Service Training Centre.* Since its opening in August 1967 the Public Service Training Centre has seen a need to change the nature of the instruction which it provides. At the time of the reconstruction of the Public Service in 1964, it was necessary for the then Administrative College to include in its courses certain educational subjects in order to raise the educational standards of recruits to the Public Service. Since that time the educational standard of applicants for entry into the Public Service has risen appreciably, and the need for courses preparatory to further training at a higher level has diminished. A gradual change is being effected in order to give greater concentration to specialised training rather than training in the nature of an educational 'gapfiller'.

During the year the Interim Council of the then Administrative College was replaced by a committee titled the Training Centre Advisory Group with the function of advising the Public Service Board on programmes, training courses, and training methods to meet the increasing needs of the Public Service.

The following courses were completed at the Centre at the end of the 1969 Academic Year:

<i>Trainees</i>				
Stage I—				
Secondary School Form III equivalent:				
Successful completion gives eligibility for advancement to the Second Division of the Public Service .. .. .	24			
Stage II—				
Secondary School Form V equivalent:				
Successful completion gives eligibility for:				
• further advancement within Second Division				

• entry to the University or the Institute of Technology			
• Diploma Course in Administration			
• Second year of Magistrates' training			
• Further Administrative training .. .. .	73		
Diploma in Administration (two-year tertiary level course) .. .. .	3		
First year of diploma in Administration (eligible for second year)	10		
Local Court Magistrates' course (one-year of legal training after Stage II) .. .. .	3		
Administrative Clerks (one-year course of formal in-service and informal on-the-job training for new entrants to the service) ..	30		
Library Assistants (technical Officers to take charge of smaller, and assist in larger libraries) ..	22		
Stenographers (shorthand 80 wpm, typing 40 wpm) .. .. .	12		
Typist (typing 40 wpm) .. .. .	9		
			180

The following are the enrolments for the 1970 Academic year:

<i>Trainees</i>			
Stage I .. .. .	29		
Stage II enrolments include:			
43 Patrol Officers			
13 Welfare Officers			
2 Police Officers			
17 to proceed later to Magistrates training .. .. .	144		
Diploma in Administration (Second year) .. .. .	10		
Diploma in Administration (First year) .. .. .	15		
Local Court Magistrates .. .. .	7		
Mature Age Magistrates .. .. .	10		
Administrative Clerks .. .. .	41		
Library Assistants .. .. .	18		
			279



Other courses conducted at the Centre during the year included 11 short in-service administrative and clerical training courses for 156 officers of the Public Service; a course of 9 weeks duration for 18 patrol officers; a three-month training course for bank officers; a five-month course for 18 potential headmasters for the Department of Education. This latter course was completed in December 1969 and a similar course for an additional 16 headmasters commenced in February 1970.

An advanced management course is to commence at the Centre in August 1970. Under this scheme up to 15 senior officers will undertake an intensive course in management. They will study the theory and practice of public service management and in particular the fields of personnel management, financial management and management services.

### *Establishments*

Some of the more important organisational matters dealt with during the year included the abolition of the Department of District Administration and its absorption into the Department of the Administrator. This of course necessitated a reorganisation within the latter department. A special projects team was created within the Department of the Administrator and, as well, positions were created within several Departments relating specifically to the Bougainville mining development. A Department of Social Development and Home Affairs was created during the year and certain functions formerly the responsibility of the Treasury were transferred to that new Department.

Classification and category reviews covered a wide range of occupational groups, including Agricultural Diplomates and associated designations; Administrative and Clerical categories; Medical Officers and Medical Ancillary Group; Legal Officers, Architects and Engineers; Dentists and Dental Mechanics, Nurses; Veterinary Officers, Lecturers and Tutors. A number of special reviews were carried out during the year and these resulted in the introduction throughout the Service of equal pay for female local officers and phasing in of equal pay for female overseas officers; the introduction of a grading formula for Senior Communications Officers and a revised grading for Education Officers; amendments to qualifications for Assistant District

Officers in order to provide greater prospects for local Patrol Officers. A review of all local officer classifications, relativities, and career structures was undertaken as a special project and was completed during the latter half of the financial year.

### *Methods*

A number of reviews were completed during the year, the more important of which are outlined hereunder. A review completed in the Port Moresby General Hospital will result in simplified procedures for the admission and discharge of patients; improved clerical and administrative procedures, and an improved service to medical staff and patients, together with more effective operations in the service areas of kitchen, laundry and stores. An important supplement to this review was the development of a nursing activity sampling study which was carried out in a number of hospitals and health centres throughout the Territory as well as in the Port Moresby General Hospital. The results of this study will enable the Department of Public Health to rate a large number of activities carried out in these hospitals and centres in terms of the skills and training required to perform each activity. The Nursing Council will also use the analysis to evaluate and if necessary amend the curriculum for the training of staff for Territory hospitals.

An extensive review was made into the feasibility of microfilm applications within the Administration and a report recommending the extension of microfilm activities and a programme to permit controlled expansion and the use of these facilities was prepared.

The report of the Advisory Committee on Education in Papua and New Guinea was adopted during the year and a system was designed for the payment of salaries of Mission teachers after the Teaching Service Commission comes into being in July 1970. Other major reviews were completed in the Departments of Posts and Telegraphs, Treasury and the Public Service Board.

Comprehensive reviews are at present under way in several departments within the Administration including the Department of Social Development and Home Affairs, the Department of Law, and the Royal Papua and New Guinea Constabulary.



The development of electronic data processing systems continued to affect departmental operations at an increasing rate and the consulting service group established last year was continually called upon to provide a service covering systems analysis and design together with programming, as well as providing a general consulting service to departments in relation to the feasibility of certain applications for conversion to electronic processing. During the year a proposal was developed for the Administration of the Territory of Papua and New Guinea to acquire its own computing facilities and a case was prepared for submission to the Commonwealth Inter-departmental Committee on Automatic Data Processing.

*Training Officer.* In order to assist in the development of local staff in the fields of methods and management services and to promote an appreciation of management techniques at the various levels of departmental management, a training officer was appointed to the Branch during the year. A programme is being developed for the training of local officers throughout the Administration while particular emphasis is being given to the training of six local officers who will take up duty with the Branch early in the next financial year.

#### *Australian School of Pacific Administration (A.S.O.P.A.)*

The function of the school is to provide courses for the education of officers and prospective officers of the Public Service of the Territory of Papua and New Guinea as well as the following selected personnel:

- (i) persons nominated by Christian missions operating in the Territory, with a view to their receiving education for secular purposes;
- (ii) indigenous people whose standard of education fits them for higher training; and
- (iii) persons whose admission to the School, in the opinion of the Minister of State for External Territories, would be of benefit to the Territory.

The courses of study given at the School include: courses for assistant patrol officers, cadet education officers and local government officers.

Assistant patrol officers attend a four-months' course, prior to their departure for the Territory, in the following subjects: law, anthropology, history, government, health, Melanesian pidgin, geography and map reading.

The course for cadet education officers is a two-year post-Leaving School Certificate secondary teachers' training course, in arts and science given by the School under the supervision of the New South Wales Department of Education. It includes two-year courses in anthropology, geography and land use, and education in developing areas, and a one-year course in history and government. In addition cadets undertake studies over two years which are equivalent to those for New South Wales teacher-trainees, but are designed to provide the specialised emphasis required by teachers in Papua and New Guinea. Successful completion of the course qualifies cadets for the award of the Certificate of the School in Education.

The course for local government officers of the Department of District Administration is a course of one academic year comprising the following subjects: economics, social change, English, law, introductory accounting, public finance, public administration and theory and practice of local government.

A special four-months' course in Local Government Practice is also provided for indigenous Local Government Officers. This course comprises the following subjects: Elementary book-keeping, finance and procedures, local government ordinance, office management and procedures, meeting procedures, English and report writing, local government in other countries.

Consideration is being given to other ways in which the School can make a contribution to the specialised training of indigenes.

The table below shows the number of courses conducted by the Australian School of Pacific Administration during the 1968 and 1969 academic years and the number of students enrolled for each course:



Course	1968		1969	
	Number of Courses	Number of Students	Number of Courses	Number of Students
Assistant Patrol Officers' Orientation Course .. ..	1	39	2	57
General Orientation Course for Mission Personnel ..	1	14	1	4
First Year Junior Secondary (including four Mission Scholarship students in 1968 and six in 1969) ..	1	(a) 36 (b) 10	1	(a) 37 (b) 16
Second Year Junior Secondary (including one Arts Mission Free Place student in 1968 and four in 1969) ..	1	(a) 32 (b) 9	1	(a) 32 (b) 6
Graduates.. .. .	1	10	1	10
Local Government Officers' Course .. .. .	1	16	1	15
Members of the House of Assembly .. .. .	..	..	1	14
Total .. .. .	6	166	8	191

(a) Arts. (b) Science.

## CHAPTER 5 SUFFRAGE

### *House of Assembly*

The *Electoral Ordinance* 1963-1967 of the Territory of Papua and New Guinea which came into operation on 18 November 1963 provides for:

- (i) the appointment of the Chief Electoral Officer to administer the Ordinance;
- (ii) the appointment of returning officers;
- (iii) the appointment of polling places;
- (iv) the establishment of electoral Rolls;
- (v) the definition of methods of nomination, voting and counting of votes;
- (vi) the hearing by the Supreme Court, as a Court of Disputed Returns, of petitions concerning the validity of an election or a return; and
- (vii) the definition of illegal practices at elections, and for penalties not exceeding \$400, or imprisonment for 6 months, to be imposed for committing such offences.

The Electoral Ordinance for the Territory of Papua and New Guinea introduced a universal adult suffrage on a common roll for elections to the House of Assembly. The *Papua and New Guinea Act* 1949-1968 also provides that no person shall be denied this right because of his or her race, colour or religion if such a person wishes to be enrolled and to participate in an election as an elector or

wishes to stand as a candidate and elected as a Member of the House of Assembly.

All persons (both male and female) not under the age of 21 years (other than aliens as defined in the *Nationality and Citizenship Act* 1948-1966) who have a home in the Territory or have lived in the area of an electorate for at least 12 months are entitled to enrolment and to vote at an election. However, the Electoral Ordinance also provides that persons who are of unsound minds or who are convicted for criminal offences are disqualified from either enrolling as voters or standing as candidates.

Some changes with regards to voting age and residential qualifications for electors are likely to come into operation before the 1972 general elections of the House of Assembly. In November 1968 the House of Assembly requested the Administrator to appoint a Commission of Enquiry to look into the electoral system of Papua and New Guinea and its operations to date. The five-man Commission was appointed in 1969 by the Administrator two of whom were Papuans and New Guineans.

The Commission of Enquiry on electoral procedures visited every major centre in the 18 Districts of Papua and New Guinea and took evidence from people of all walks of life. The Commission of Enquiry presented its final Report to the Administrator of the Territory of Papua and New Guinea in February 1970.



The Commission of Enquiry in its Report, made the following recommendations to His Honour the Administrator, who, through the Administrator's Executive Council, accepted the Report—

(i) That the 'Optional Preferential' voting system at present in use in the Territory, remain unchanged.

(ii) That if a person has lived in an electorate for 6 months continually he shall be enrolled in that electorate.

(iii) That the existing provisions of the Ordinance under which a person may choose to enrol (and subsequently vote) for his 'home' electorate (as defined by the Ordinance) be deleted.

(iv) That the absent voting provisions be retained thus:

(a) An elector who is temporarily absent from the electorate for which he is enrolled (and retains his qualifications for enrolment) may cast an absent vote at a polling place open in any other electorate in the Territory; and

(b) An elector who has changed his place of living from one electorate to another electorate but has lived in the new electorate for a period of less than 6 months at the time of closure of the rolls for an election (and is not therefore qualified for enrolment in that electorate) may record an absent vote in respect of the former electorate for which he is enrolled.

(v) That an elector who is absent from his electorate for more than 6 months because of employment for a fixed time under a current Native Employment Ordinance Agreement, be permitted to retain his enrolment (and vote) in respect of the electorate in which his real place of living is located.

(vi) That the minimum age for enrolment and voting in respect of House of Assembly elections be lowered to 18 years.

(vii) That the present minimum age for candidature, i.e. 21 years be retained for the next general elections after which it be further reviewed.

(viii) That the present qualifying period of 5 years' residence in the Territory for a candidate not born in the Territory, be retained.

(ix) That the period of 6 months' residence in an electorate (i.e. the same period as

required to qualify as an elector) entitles a person who is otherwise qualified to stand as a candidate for the electorate.

(x) That a potential candidate, whose real home ties and support are in an electorate other than the one for which he is enrolled, may nominate for that electorate in lieu of the electorate in which he is enrolled.

(xi) That, subject to implementation of the recommended age and residence qualifications:

(a) new preliminary lists containing the names of qualified electors be compiled in each electorate as soon as practicable;

(b) the lists so prepared be processed and roneoed to form a basic official roll for the electorate;

(c) thereafter the official roll so prepared be maintained in each electorate on a continuing basis by the electoral registrar;

(d) the official rolls be continuously updated by way of additions, removals and alterations, by utilising information derived from local government councils, yearly census returns, periodic reviews of selected villages, etc., claims for enrolment or transfer enrolment submitted in compliance with the law and other sources from which information regarding movement of electors may be derived;

(e) when required for an election, rolls be roneoed or printed in the electorate from the information contained in the official roll.

(xii) That a film covering the main electoral functions, such as voting by illiterates, the system of voting (optional preferential), etc., be made by the Commonwealth Film Unit in consultation with the Chief Electoral Officer for extensive use throughout the Territory.

(xiii) That consideration be given to ways and means of removing the polling period for general elections from the wet season.

(xiv) That the present deposit of \$50 for candidature be retained together with the stipulation that a candidate must poll one-eighth of the winning candidate's first preference votes to obtain a refund.

(xv) That the period of nomination under which a candidate may lodge his nominations with an assistant returning officer be extended from 24 hours preceding the hour of nomination to 72 hours.



(xvi) That urgent steps be taken to increase the present inadequate number of electoral staff by the appointment of one permanent full-time electoral registrar for each open electorate.

The Report of the Commission was tabled in the House of Assembly in its June 1970 sittings, and was noted by the House. Legislation will be introduced to give effect to the various recommendations of the Report prior to the 1972 general elections in the Territory.

On 16 February 1970, an elected member for the Chimbu Regional Electorate resigned his seat from the House of Assembly. This necessitated the need to conduct a by-election to elect a new member to represent Chimbu Regional Electorate in the House of Assembly. The by-election was therefore conducted between the months of April and July 1970. The new member, a Catholic priest, Father John Nilles was declared elected on 14 July 1970. Another by-election has been conducted at Esa'ala in the Milne Bay District of Papua as the result of the death which occurred to the then elected member for Esa'ala Open Electorate in June 1970. The new member for Esa'ala is expected to take his seat in the House of Assembly at the next sitting of House in November 1970.

The preferential voting system is used in Papua and New Guinea and although it is based on the Australian system, the voter in Papua and New Guinea has an option in that he can either mark just one preference or more according to his or her wish. It is not compulsory for a voter to mark all his or her preferences. The *Electoral Ordinance* 1963-1967 provides that voting is not compulsory but it is compulsory for a voter to enroll his or her name on the Common Roll for elections.

So far no female has yet been elected to the House of Assembly although several women were nominated for the 1964 and the 1968 House of Assembly general elections.

#### *Local Government Councils*

*Under the Local Government Ordinance* 1963-1970 every person, of either sex, who is not less than 18 years of age, and who is a resident of a Council area, and who has been ordinarily resident for more than 6 months out of 12 months immediately preceding the date of enrolment, shall be enrolled as an elector for that area. A person who is not less than 18 years of age can also stand as a candidate for an area or ward for that Council. Where an

election is of a Councillor to represent a Ward, a person is not qualified to nominate for election in respect of that Ward unless he is a resident of that Ward.

The election procedures in local government councils follow closely those of the House of Assembly electoral procedures. The Chief Electoral Officer appoints officers of the Division of District Administration, Department of the Administrator, as returning officers.

More and more Papuans and New Guinean women are showing interest in the local government Council elections and in many areas more women than men vote in elections. Voting in local government council elections is also not compulsory.

#### *Trade Union Elections*

The elections for the Trade Unions are conducted in accordance with the rules and constitutions of the Unions and are closely supervised by the Chief Electoral Officer. The officers of the Department of Labour are appointed by the Chief Electoral Officer as returning officers.

## CHAPTER 6

### POLITICAL ORGANISATIONS

The Papua and New Guinea Union Pati (PANGU), United Political Society (UPS) and the United Democratic Party (formerly the Christian Democratic Party) remained in existence through the year. PANGU has continued to be by far the strongest and most active of the existing parties. There have been reports for some time that the National Progress Party (NAPRO) may be reactivated.

The New Guinea Agricultural Reform Party and the Melanesian Independence Front are both defunct. The latter has been eclipsed by the Mataungan Association.

Moves have been made toward the formation of two new political parties, the Papua Secessionist Party and the Conservative Independent Group with which the small and dormant All Peoples Party expressed the intention of amalgamating. To date neither party has been officially formed.

During the year two political organisations were formed, the Mataungan Association (MA) and Napidakoe Navitu (NN). The Mataungan Associated developed from a pressure group opposing the reconstituted Gazelle Peninsula



Local Government Council. The MA seeks accelerated political, economic and social development and immediate self-government for the Tolai people of New Britain.

Napidakoe Navitu was formed initially to safeguard the interests of landowners on Bougainville. Politically it favours the secession of Bougainville from the rest of the Territory of Papua and New Guinea. In the economic field it has interested itself in business enterprises in the Kieta area.

## CHAPTER 7

### THE JUDICIARY

#### *System of Courts*

The following courts exercise jurisdiction within the Territory:

- (i) The Supreme Court of the Territory of Papua and New Guinea;
- (ii) District Courts;
- (iii) Local Courts;
- (iv) Children's Courts; and
- (v) Warden's Courts.

*Supreme Court.* The Supreme Court established under the *Papua and New Guinea Act* 1949-1968 is the highest judicial authority in the Territory.

The *Supreme Court Ordinance* 1949-1958 confers on the Court an unlimited jurisdiction in criminal and civil matters. The principal seat of the Court is at Port Moresby but circuits, which are in continual operation, enable the Court to sit throughout the Territory of Papua and New Guinea. There are sixty appointed sitting places distributed evenly in both Territories.

The Court consists of a Chief Justice and such other judges as are appointed by the Governor-General of the Commonwealth of Australia. At present the Court consists of a Chief Justice and five other Judges.

To be eligible for appointment as a judge a person must be a barrister or solicitor of the High Court of Australia or the Supreme Court of a State or Territory of the Commonwealth of not less than five years standing. A judge may be removed from office by the Governor-General only on the ground of proved misbehaviour or incapacity. Judges retire at sixty-five years of age.

The jurisdiction of the Court may be exercised by a judge or judges sitting in Chambers. The normal British and Australian procedure governing the methods of control and ascertainment of facts is followed by the Court, except that all issues, civil and criminal, are tried without a jury. It is considered that, in the present stage of development of the indigenous people, a judge sitting alone exercising the functions of both judge and jury affords the best assurance of justice.

The *Supreme Court (Full Court) Ordinance* 1968 provides for a Full Court of at least three Supreme Court Judges to hear appeals from the decision of a single Judge in both civil and criminal cases. The Court may affirm or vary the decision on sentence appealed from, or remit the case in whole or in part for further hearing, or order a new trial. A question of law arising in a criminal trial may be reserved for the consideration of the Full Court. The Full Court heard three appeals during the year.

The High Court of Australia has jurisdiction, subject to prescribed conditions, to hear and determine appeals from judgments, decrees, orders and sentences of the Supreme Court.

*District Courts.* District Courts are constituted under the *District Courts Ordinance* 1963-1969. They have a civil jurisdiction which covers claims of amounts up to \$2,000. They have a criminal jurisdiction over offences punishable by up to twelve months' imprisonment. In relation to indictable offences, that is, offences punishable by more than twelve months' imprisonment, the district court only has power to conduct a preliminary hearing and, if it finds a case has been made out, to commit the defendant for trial by the Supreme Court.

The Administrator may establish district courts under the ordinance, and courts have been established for each administrative district.

A court may be constituted by a stipendiary magistrate, a resident magistrate or a reserve magistrate. Stipendiary magistrates and resident magistrates are appointed by the Governor-General and hold office on conditions determined by the Minister of State for External Territories.

Stipendiary magistrates are usually qualified barristers or solicitors while resident magistrates are drawn from officers of the



Division of District Administration who have had long practical experience. At present there are five stipendiary magistrates and nine resident magistrates.

Reserve magistrates may be appointed by the Administrator to enable courts to operate in remote places when the interests of effective and speedy administration of justice warrant this step. A stipendiary or resident magistrate may not be readily available in remote areas.

During the year under review three indigenous Local Court Magistrates were appointed as District Court Magistrates.

The District Court Ordinance provides that, subject to the powers and authority of the Supreme Court, a District Court Magistrate is not subject to any direction whatsoever in, or in relation to, the determination of a case before him.

Appeals from the district court in both civil and criminal cases and on questions either of fact or of law lie to the Supreme Court.

*Local Courts.* Local Courts are constituted under the *Local Courts Ordinance* 1963-1966. Local courts have civil jurisdiction over matters involving up to \$200, including matters regulated by native custom, and criminal jurisdiction over minor offences for which the penalties are not greater than a fine of \$100 or six months' imprisonment.

Local Courts also exercise jurisdiction in relation to adoptions by native custom pursuant to the *Adoption of Children (Customary Adoptions) Ordinance* 1969.

Where jurisdiction is vested in both a Local Court and some other court the matter may only be determined in the local court where the court certifies that it is expedient that the matter should be so heard and determined. Where another court also has jurisdiction the defendant in either a civil or criminal matter may elect to have the matter heard in the other court if he so wishes.

These courts are conducted by Local Court Magistrates who are appointed by the Administrator. In addition, provision is made for the appointment of assistant magistrates who may mediate between parties, sit with the court on hearings and perform other functions ancillary to the administration of justice in this jurisdiction.

Twenty-six indigenous persons have been appointed full-time local court magistrates. From time to time field officers of the Division of District Administration are appointed local court magistrates to service those areas which cannot conveniently be covered by a full-time magistrate then such appointments permit the convening of local courts in remote areas and are expected to decrease in number as access communications improve and the number of full-time magistrates increases. One hundred and forty indigenous persons have been appointed to the office of assistant magistrate.

An appeal lies from a Local Court to the Supreme Court.

*Children's Courts.* Children's Courts, established under the *Child Welfare Ordinance* 1961-1969, have jurisdiction in respect of all offences by children (other than homicide, rape or other offences punishable by death or imprisonment for life) and all applications and complaints under the ordinance. They have power to declare offenders to be incorrigible or uncontrollable children and to commit them to special institutions established under the ordinance. For the purposes of the ordinance a person under the age of 16 years is a child.

In any area where there is no specially constituted Children's Court a District Court may deal with a charge against a child as if it were a duly constituted Children's Court.

The Administrator appoints persons to be magistrates of Children's Courts. One member of the Children's Court in each area must be a woman.

*Warden's Courts.* Under the *Mining Ordinance* 1928-1966 Warden's Courts may be established for each goldfield or mineral field with jurisdiction over civil cases concerning mining or mining lands and offences against mining laws. These courts are conducted by Wardens appointed by the Administrator under the Mining Ordinance.

#### *Other Courts and Tribunals*

In addition to the five types of courts listed above, several quasi-judicial bodies have been created for special purposes.



A Land Titles Commission has been set up under the *Land Titles Commission Ordinance* 1962-1969. The commission consists of a Chief Commissioner, who is required to be legally qualified, and a number of senior commissioners and commissioners who are required to have a knowledge of native customs in relation to land. The function of the commission is to determine and protect the land rights of the people of the Territory. Its work largely involves the adjudication of disputes, the determination of boundaries and the registration of customary rights to land.

Under the *Coroners Ordinance* 1953-1963 the Administrator may appoint persons to be coroners. A coroner has jurisdiction to inquire into the circumstances of the death of a person who dies in unusual circumstances and into the cause and origin of fires.

No action has been taken to recognise the jurisdiction of extra-legal indigenous tribunals. Any tribunal other than one established by law is illegal, and the policy is to encourage the people to turn to the proper judicial authority which is provided by statute.

### *Penalties*

The maximum penalties which may be imposed by the courts are stated in the ordinances and regulations under which the charges are laid. The penalties so specified are the same for all sections of the population, but in imposing a penalty in any particular case the courts take into account the background of the offender and the circumstances in which the offence was committed. Accordingly the courts have agreed in sentencing indigenous offenders to the extent of their contact with and understanding of the law.

Capital punishment by hanging is the penalty for wilful murder, treason, and certain kinds of piracy, but, in the case of a person convicted of wilful murder, the court may now substitute imprisonment for life or a lesser term if it considers there are extenuating circumstances such that it would not be just to inflict the punishment of death. This is decided in the light of the facts of, and the circumstances of and surrounding each case. If the court is of the opinion that the offender should be recommended for the Royal Mercy, it may abstain from pronouncing the death sentence and instead merely order judgment of death to be entered on record. Powers of clemency

are vested in the Governor-General in respect of persons sentenced to death and the Administrator in respect of other persons. In practice no execution may be carried out until all the circumstances of the case have been considered by the Administering Authority. No death sentence was pronounced or recorded during the period under review. No death sentence has been carried out since 1957.

The only offences for which corporal punishment may be imposed in the case of adults are those indictable offences for which such punishment is specifically authorised by the Criminal Code, viz., sexual offences against females, certain crimes of particular violence, and prison offences. The power to impose corporal punishment for these offences belongs to the Supreme Court; it is rarely exercised and has not been exercised at all in recent years. Corporal punishment may not be imposed on a female.

The Administering Authority has the repeal of existing legislation providing for corporal punishment under consideration. It believes the matter is one on which the House of Assembly should give its views.

Children's courts are not empowered to impose corporal punishment, but where offenders are under the age of 14 years, the court may, without proceeding to a formal conviction and punishment, dismiss a charge upon being satisfied that suitable chastisement has been inflicted on the child by its guardian.

The *Criminal Law (Restriction of Movement) Ordinance* 1962 provides that, when a person is convicted on indictment of any offence, the court may prohibit the movement of that person into a specified area of the Territory or order that he be deported to and remain in a part of the Territory specified by the Administrator-in-Council for such period as the court specifies.

Deportation may not be imposed as a penalty, but under the *Migration Ordinance* 1963-1969, the Administrator-in-Council may, subject to certain conditions, order the deportation of a person not born in the Territory who has been convicted of a criminal offence punishable by imprisonment for one year or longer or who is not a fit and proper person to be allowed to remain in the Territory.

Under the *Removal of Prisoners (Territories) Act* 1923-1968 of the Commonwealth of Australia, non-indigenous prisoners



may be removed from the Territory to serve their sentences in a prison in Australia. In no circumstances may an indigenous inhabitant who is a prisoner be sent outside the Territory to serve his sentence. Juvenile offenders, who are a relatively small class and are mostly convicted of petty theft or housebreaking, are given separate opportunities for corrective instruction and general improvement.

The penalties prescribed in the criminal law of the Territory are maxima and any lesser penalty may be imposed by a court. In place of a sentence of imprisonment for life a court may impose imprisonment for a term of years and instead of a sentence of imprisonment it may impose a fine.

*Conditional Release.* A person convicted of any offence not punishable with death, instead of being sentenced to any punishment to which he is liable, may be released upon his own recognisance, with or without sureties in such amount as the court directs, that he shall be of good behaviour for a time fixed by the court, or come up for sentence when called upon.

During the year under review the House of Assembly amended the Criminal Code so as to enable the Administrator to release a person serving a sentence of imprisonment upon licence subject to such conditions as are prescribed in the licence.

#### *Training of Court Officials*

Two courses for the training of magistrates and court officials are conducted by the Public Service Training Centre. One of these courses aims at training men of mature age and standing in their local areas in the principles of law which are applied in local court. The other course trains younger men of a higher educational standard with a view to ultimately securing their appointment to higher magisterial positions. A number of graduates of these courses have been appointed Local Court magistrates.

#### *Official Language*

English is the official language of the courts. However, evidence, etc., may be given in another language, in which case it is translated into English for the court. Court interpreters are employed as necessary to assist the presiding judge or magistrate. While no statutory qualifications are prescribed, in practice considerable experience, a good

educational background and competence in the relevant languages are sought in interpreters.

#### *Legal Profession*

The Admission Rules under the *Legal Practitioners Ordinance* 1954-1961, provide that a Barrister or Solicitor of the High Court of Australia or the Supreme Court of any State or Territory may be admitted to practice in the Territory. Other persons desiring to be admitted must first register as students-at-law and satisfy certain academic requirements and professional qualifications.

#### *Fees*

Court fees are on a moderate scale and in general are related to the amount at issue in the particular case. No fees are chargeable and no legal or professional costs are granted in Local Courts.

*Legal Aid.* Under the *Poor Persons' Legal Assistance Ordinance* 1951, any person without adequate means to provide legal assistance for himself may, with the concurrence of the judge, be granted such assistance if on trial for an indictable offence.

The office of the Public Solicitor provides representation by qualified legal practitioners to persons, both indigenes and expatriate who are unable to afford representation by a private legal practitioner in all Supreme Court criminal trials. In addition the Public Solicitor's office provides legal representation to all impecunious persons for appeals to the Supreme Court and the Full Court, both in civil and criminal proceedings, and, so far as staff permits, in litigation before the Lands Titles Commissioner, in civil proceedings before the Supreme Court, and in proceedings before the lower courts of the Territory. When an applicant for legal aid has sufficient means to make other than a trivial contribution towards the cost involved, the Public Solicitor makes a charge for his services having regard to the financial capacity of the applicant.

#### *Equality of Treatment Before the Law*

One of the basic principles of English law is equal treatment of all in the courts, irrespective of race or nationality, and this principle is observed throughout the Territory. The indigenous inhabitants have the right of free recourse to the courts and are guided in such



matters by officers of the Department of District Administration and by the Public Solicitor, whom they may approach on any matter.

## CHAPTER 8

### LEGAL SYSTEM

#### *General*

The main source of the law of the Territory is the *Papua and New Guinea Act* 1949-1968 of the Commonwealth of Australia. Article 4 of the Trusteeship Agreement for the Territory confers on the Administering Authority the same powers of legislation in and over the Territory as if it were an integral part of Australia, and entitles the Administering Authority to apply to the Territory, subject to such modification as it deems desirable, such laws of the Commonwealth of Australia as it deems appropriate to the needs and circumstances of the Territory. The *Papua and New Guinea Act* authorises the House of Assembly, subject to the Act, to make ordinances for the peace, order and good government of the Territory.

Under the *Papua and New Guinea Act*, which adopted the Trusteeship Agreement for the Territory, all laws in force in the Territory immediately before the date of commencement of the Act, i.e. 1 July 1949, were continued in force, subject, however, to their subsequent amendment or repeal by ordinances made in pursuance of the *Papua and New Guinea Act*. The laws so continued in force comprised:

- (i) ordinances made under the *New Guinea Act* 1920-1935; and
- (ii) ordinances made under the *Papua-New Guinea Provisional Administration Act* 1945-1946.

One of these ordinances, the *Laws Repeal and Adopting Ordinance* 1921-1952, adopted the following laws of the Territory to the extent that they are applicable to the circumstances of the Territory and not inconsistent with any other law of the Territory:

- (i) certain Acts of the Parliament of the Commonwealth of Australia;
- (ii) certain Acts and Statutes of the State of Queensland;
- (iii) such of the Acts, Statutes and laws of England as were in force in the State of Queensland on 9 May 1921;

(iv) certain ordinances of the Territory of Papua; and

(v) the principles and rules of common law and equity that were in force in England on 9 May 1921.

In addition to laws which derive from the above sources, certain other laws apply in the Territory:

- (i) certain Imperial Legislation; and
- (ii) Commonwealth Acts which are expressed to extend to the Territory.

In general, the legal system—whether civil, criminal or administrative—follows both the principles and practices of the legal systems of England and of the Australian States.

The Council of Law Reporting, formed in September 1962, has brought out three volumes of the *Papua and New Guinea Law Reports*.

#### *Native Law and Custom*

The *Laws Repeal and Adopting Ordinance* 1921-1952 provides that the tribal institutions, customs and usages of the indigenous inhabitants of the Territory shall not be affected by that Ordinance, and shall, subject to the provisions of the ordinances of the Territory from time to time in force, be permitted to continue in existence insofar as the same are not repugnant to the general principles of humanity.

The *Native Customs (Recognition) Ordinance* 1963 provides that native custom shall be recognised and enforced by, and may be pleaded in, all courts, except insofar as, in a particular case or context, it is repugnant to the general principles of humanity, is inconsistent with an enactment in force in the Territory, is against public interest, or is not in the best interests of a child.

Under the *Local Courts Ordinance* 1963-1969 a local court has jurisdiction to hear matters arising out of and regulated by native custom.

Under the *Local Government Council Ordinance* 1963-1968, a local government Council may:

- (i) and on the request of a court shall, appoint a committee consisting of persons who have knowledge of native customs to advise and report on native custom in relation to any matter in the council area; and



(ii) from time to time make recommendations to the Administrator concerning the enforcement, variation or abolition of any native custom in the council area.

During 1969-70 no recommendations to the Administrator under Section 57 of the *Local Government Ordinance* 1963-1970 were made by any local government council concerning the enforcement, variation or abolition of any native custom. Eight councils enacted customary marriage settlement rules which varied custom by setting a maximum payment in relation to marriage settlements and also provided for registration of those settlements with the

council. This brought the total number of marriage settlement rules enacted by councils in the Territory to date to 32. Apart from those mentioned 5 councils have passed land use record rules, 4 have passed customary social obligation rules and 3 have passed village celebrations rules.

An act of a local government council (including a rule) cannot be held invalid or beyond the powers of the council merely because it regulates the exercise of a native custom, other than one relating to ownership or possession of native land or the devolution of property.

## PART VI. ECONOMIC ADVANCEMENT

### *Section 1. Finance of the Territory*

#### CHAPTER 1

#### PUBLIC FINANCE

As mentioned in Part III of this Report, the Trust Territory of New Guinea and the Territory of Papua are governed in an administrative union as the Territory of Papua and New Guinea. Legislation relating to public finance applies equally to both Territories.

The basic legislation governing the budget of the Territory of Papua and New Guinea is the *Papua and New Guinea Act* 1949-1966 of the Commonwealth of Australia. The Act provides that:

(i) the revenue of the Territory shall be available for defraying the expenditure of the Territory;

(ii) the receipt, expenditure and control of revenues and moneys of the Territory shall be regulated as provided by ordinance;

(iii) no revenue or moneys of the Territory shall be issued or expended except under appropriation made by law and except by warrant under the hand of the Administrator;

(iv) the accounts of the Territory shall be subject to inspection and audit by the Auditor-General of the Administering Authority; and

(v) there shall be expended in each year, upon the administration, welfare and

development of the Territory of New Guinea, an amount which is not less than the total amount of public revenue raised in that year in respect of the territory of New Guinea.

Supporting legislation is provided in the *Treasury Ordinance* 1951-1970 which governs procedures for the receipt, expenditure and control of revenue and moneys of the Territory. Moneys are expended only under authority of an appropriation ordinance passed by the House of Assembly.

In conformity with statutory requirements the Treasurer annually prepares estimates of revenue and expenditure before the commencement of the financial year to which they relate. The estimates are presented by the Treasurer to the Administrator, who sends a copy to the Minister of State for External Territories for consideration and determination by the Commonwealth Government of the amount of the grant that will be made available to the Territory of Papua and New Guinea. When the estimates of revenue are thus fixed the details of expenditure are then presented to the House of Assembly in the form of an appropriation bill. This bill is debated by the House of Assembly and, if approved, is passed as an appropriation ordinance.

The revenues of the Territory of Papua and New Guinea are supplemented by a direct, interest-free and non-repayable grant from the



Commonwealth of Australia. The grant for 1969-70 was \$92,270,921 and of this amount \$71,419,907 was allocated to the Territory of New Guinea.

The revenues and expenditures of each Territory are recorded separately and costs common to both are apportioned to each on an appropriate basis.

The revenues raised within the Trust Territory of New Guinea are derived chiefly from import tariffs and direct taxation, and in 1969-70, excluding loan raisings, amounted to \$40,169,856. A comparison is made in Appendix IV of the various heads of revenue and expenditure for the Territory of New Guinea for the last 5 years. Expenditure for each year by the Administration on the government, welfare and development of the Territory has substantially exceeded the public revenue raised within the Territory.

Revenues and expenditure from and on behalf of indigenous inhabitants are not recorded separately. The balance, however, is heavily weighted on the side of expenditure incurred for the benefit of indigenous inhabitants, as will be seen from the details furnished in Appendix IV and the references made in this Report to the social, medical, educational, agricultural and other services provided throughout the Territory.

The Estimates of Receipts and Expenditure of the Commonwealth of Australia specifically record the items of financial assistance to the Territory of Papua and New Guinea for the last 3 years as shown in the table below.

In addition, the Commonwealth Government spends considerable sums each year on essential works and services in Papua and New Guinea at no cost to the Administration. Commonwealth departments, the Australian Broadcasting Commission and the Commonwealth

Scientific and Industrial Research Organization spent in 1969-70 approximately \$36m, of which \$6.8m was on capital works.

The Territory of Papua and New Guinea has no administrative, fiscal or customs union with any neighbouring territory and no preference on imported goods is given in the Customs Tariff of the Territory.

The loan programme for the Territory of Papua and New Guinea was achieved by the use of two types of loan-raising media: private treaty loans and premium securities. The 1969-70 loan programme of \$12m was under-subscribed. Total loan raisings amounted to \$6,743,810.

The twelfth series of premium securities, which was offered to the public on 16 June 1969 to provide funds for public works and services closed on 16 August 1969 and at 30 June 1970 securities to the value of \$206,830 were on issue.

The thirteenth series of premium securities opened on 25 August 1969 and closed on 16 May 1970 and at 30 June 1970 securities to the value of \$523,020 were on issue. Interest rates for this issue were higher than those of the previous series, an average return over the full period being 5.9 per cent per annum as against 5.6 per cent per annum; but there was no change in the rates of capital appreciation.

The fourteenth series of premium securities was opened for public subscription on 8 June 1970 and at 30 June 1970 an amount of \$80,940 had been subscribed. The interest rates for this series are even higher than those of the previous series, with an average return over the whole period of 7 per cent per annum. The rates of capital appreciation are unchanged.

Item	1967-68	1968-69	1969-70
	\$	\$	\$
Grant towards expenses, including native welfare and development ..	77,594,252	86,993,674	95,999,470
Australian School of Pacific Administration .. ..	241,425	288,500	286,304
New Guinea and Papua Superannuation Funds .. ..	265,488	277,612	271,451
Decimal Currency—Machine conversion and adjustment .. ..	9,386	4,995	4,741
Permanent demarcation of border .. ..	37,400	1,661	..
Overseas Service Bureau—Grant .. ..	38,304	34,462	32,800
Council on New Guinea Affairs—Grant .. ..	..	11,000	12,000
South Pacific Games (1969) Trust—Grant .. ..	..	..	145,809
Additional capital for Papua and New Guinea Development Bank—Grant .. ..	..	..	1,000,000
Total .. ..	78,186,255	87,581,904	97,752,575



Private treaty loans had raised a further \$5,960,960 for works and services by the end of the year.

The indigenous population subscribed approximately \$400,000 during the year to the Territory Loan.

Under the *Loan (Bougainville Copper Agreement) Ordinance* 1969, the Administration was authorised to borrow an additional \$25m for the purchase of shares in Bougainville Copper Pty Ltd. In March 1970 \$12.5m was borrowed from the Reserve Bank of Australia in order to make the first payment for the shares. At 30 June 1970 private treaty loans to the sum of \$8.9m had been raised to redeem the loan from the Reserve Bank.

Also, under the *Loan (Arawa Town Works) Ordinance* 1970 the Administration was authorised to borrow from the Commonwealth of Australia up to \$20m for the construction of works in the town of Arawa. As at 30 June 1970 \$2m had been borrowed from the Commonwealth of Australia.

In addition \$1,435,080 had been received by way of International Loans at 30 June 1970. Under the International Bank for Reconstruction and Development Loan No. 546 the Administration has received \$558,973 for the upgrading of telecommunications services in the Territory, including \$51,266 received in 1968-69. The Administration has also entered into two loan agreements with the International Development Association; I.D.A. Credit No. 137 for the development of oil palms, and I.D.A. Credit No. 175 for the encouragement of coconut growing, cattle ranching and the extension of oil palm development. At 30 June 1970 \$876,107 had been received under these two loans.

At 30 June 1970 the public debt of the Territory of Papua and New Guinea amounted to \$60,574,034.

*Local Authorities*

The budgetary system and procedures of local government councils are described in Chapter 3 of Part V of this Report.

CHAPTER 2  
TAXATION

*General*

The types of taxation imposed in the Territory include customs and excise duties, income tax, personal local government council taxes, stamp and succession duties and registration fees.

No hut, land or cattle taxes are imposed. All taxes must be paid in money.

*Customs Duties*

Customs revenue accounts for a considerable part of local revenue. Customs matters are regulated under the *Customs Ordinance* 1951-1959, and duties on imports are prescribed by the *Customs Tariff* 1959-1969.

Import revenues for the 3 years from 1 July 1967 to 30 June 1970 were:

	1967-68	1968-69	1969-70
	\$	\$	\$
Amount of import duties ..	7,270,771	7,752,765	11,622,896

Details of classified imports and exports, with values, are given in Appendix VII Tables 1 to 5.

*Excise Duties*

Excise is regulated under the *Excise (Beer) Ordinance* 1952-1960 and the *Excise Ordinance* 1956-1966. Excise duties are prescribed by the *Excise Tariff* 1956-1969.

The rates of excise duty current at 30 June 1969 were 85 cents a gallon on beer and 65 cents per pound on twist tobacco and \$2.90 a pound on cigarettes.

*Income Tax*

*Legislation.* The imposition, assessment and collection of a tax upon incomes are regulated by the *Income Tax Ordinance* 1959-1969; the *Income Tax (Rates) Ordinance* 1968; and the *Income Tax Regulations* 1959, as amended.

*Scope of Income Tax.* In general, income assessable for income tax purposes, includes all income derived directly or indirectly from sources in the Territory and, in the case of resident taxpayers, unless expressly exempt, from sources outside the Territory.

For the purposes of the tax, the word income is used in its ordinary sense and also includes certain other receipts declared by the *Income Tax Ordinance* to be assessable income. Receipts such as gifts (other than gratuities given by the employer to an employee in the course of his employment), legacies, profits from the sale of property (unless acquired for the purposes of profit-making by sale), lottery wins and most capital gains are not regarded as assessable.



The Ordinance sets out certain kinds of income which are exempt from tax, e.g. the income of religious institutions and income derived from gold-mining.

Although a partnership is required to furnish a return of income, it is not generally liable to pay tax on that income. The assessable income of a partner includes his individual interest of the net income of the partnership. His share of a partnership loss is an allowable deduction.

Income tax is assessed on both taxable income and chargeable income: tax is due on whichever liability is the larger.

*Taxable Income.* Taxable income is the amount remaining after deducting from the assessable income all deductions allowable under the Ordinance.

The allowable deductions fall into three main categories:

- (i) Expenses incurred in gaining or producing assessable income or necessarily incurred in carrying on a business for that purpose, except to the extent that such expenditure is an outgoing of capital or is of a capital, private or domestic nature, or is incurred in gaining exempt income;
- (ii) Special deductions such as bad debts, expenses of borrowing, trading losses incurred in previous years by primary producers or over the previous seven years by non-primary producers, and gifts to certain institutions. Primary producers may claim a deduction for capital expenditure which will bring land into production or improve the productive qualities of land already in use. Certain other deductions are allowable for those engaged in the timber and mining industries; and
- (iii) Concessional deductions, i.e. family and personal allowances granted to resident taxpayers, including:

(a) deductions of the amounts indicated for the following dependants:

	\$
Spouse . . . . .	460
Daughter-housekeeper . . . . .	460
Child of less than 16 years of age . . . . .	260
Student child . . . . .	260
Invalid relative . . . . .	260
Parent . . . . .	460

- (b) certain domestic and private expenditure, such as medical expenses and life insurance premiums. Leave fares are deductible in the case of self-employed persons; and
- (c) personal allowance of \$572.

*Chargeable Income.* Chargeable income is the amount remaining after deducting from the assessable income all deductions allowable under the Ordinance other than deductions for subscriptions to associations, calls for mining or afforestation companies, gifts and concessions.

The Ordinance provides that:

- (i) tax shall not be imposed on a chargeable income which does not exceed \$416; and
- (ii) where a taxpayer must pay income tax and also local government tax, the local government tax paid, up to a maximum of \$10, is allowed as a rebate against the income tax payable for the same year. If the local government tax paid exceeds \$10, the excess may be claimed as a deduction in calculating the taxable income or the chargeable income, as the case may be, for that particular year.

*Returns and Assessments.* Individuals with assessable income in excess of \$416 and all partnerships, companies and trustees are required to lodge returns of income. However, Australian residents (including companies) whose income from Territory sources is confined to dividends, interest and/or pensions, are not required to lodge Territory returns of income on the understanding that such income will be included in their Australian returns.

The amount of income tax payable on the taxable income of an individual taxpayer is calculated at graduated rates laid down in the Income Tax (Rates) Ordinance appropriate to the financial year. The rates applicable to income derived during the year ended 30 June 1969 are set out in Table 1 of Appendix V as follows:

- (i) General rates of income tax on taxable income payable by persons other than companies;
- (ii) Rates of income tax on taxable income payable by a company other than a company in the capacity of a trustee; and
- (iii) Rate of income tax in respect of chargeable income.

The rate of tax payable by companies for the tax year 1968-69 was 22.5 cents for each \$1 of the taxable income.



Companies, with the exception of non-profit companies, are assessed for tax if the taxable income is \$1 or more. Non-profit companies are not liable to tax unless the taxable income exceeds \$208.

Rebates allowed under the various sections of the Income Tax Ordinance and any credits are deductible from the tax as calculated on the taxable or chargeable income. Credits arise in cases where tax has been paid in the country of origin on assessable income derived from sources outside the Territory.

*Objections and Appeals.* Machinery is provided in the Income Tax Ordinance for the lodging of objections to assessments. A taxpayer dissatisfied with the decision on an objection may request reference of the decision to the Review Tribunal or, alternatively, may request that the objection be treated as an appeal to be forwarded to the Supreme Court.

*Payment of Tax.* A salary or wage earner has tax instalments deducted from his pay by his employer who remits this money to the Taxation Office. In respect of business investment, and other non-salary and non-wage income, the counterpart of tax instalment deductions is provisional tax. Tax instalment deductions and provisional tax are the essential elements of the pay-as-you-earn system of income tax in the Territory. In each case the amount of tax instalment deductions or provisional tax paid in respect of a particular year is credited against the amount of tax subsequently assessed for that year. The taxpayer is required to pay to the Taxation Office any balance owing, or receives a refund of any excess.

#### *Local Government Council Tax*

Under the *Local Government Ordinance* 1963-1969 a council may levy within its area rates and taxes which are payable to the council treasury account. Grounds for exemption from or reduction of tax are set out in Chapter 3 of Part V and information concerning taxes levied by councils during 1968-69 is given in Appendix II, Table 10.

#### *Stamp Duties*

Under the *Stamp Duties Ordinance* 1952-1966 certain instruments are liable for duty. They include bills of exchange, promissory notes, conveyances or transfers on sales of real property, leases, receipts, bills of lading, deeds of settlement or gift, memoranda and articles of

association of companies, transfers of marketable securities, powers of attorney and certain policies of insurance.

Duties are assessed at a fixed or *ad valorem* rate depending on the type of instrument, and payable by stamps affixed or impressed upon the documents involved.

Provision is made in the Ordinance for fines to be imposed for evasion of stamp duty and for penalties in the form of increased duty for late submission of documents.

## *Section 2. Money and Banking*

All banking operations in the Territory of Papua and New Guinea are regulated by the Commonwealth Act relating to banking, namely, the *Banking Act* 1959-1967, the *Reserve Bank Act* 1959-1966 and the *Commonwealth Banks Act* 1959-1968, which replaced the *Commonwealth Bank Act* 1945-1953. Under the Reserve Bank Act the central bank elements of the Commonwealth Bank, together with the Note Issue Department and Rural Credits Department, were reconstituted as the Reserve Bank of Australia. A branch of the Reserve Bank has been established at Port Moresby. The Commonwealth Trading Bank of Australia acts as distributing agent for Australian coin through its offices at Lae and Rabaul.

The currency system of the Territory is that operating throughout the Commonwealth of Australia. Australian notes and coins are legal tender in the Territory.

The indigenous people, except for those in the early stages of contact, have largely accepted the use of currency. The Reserve Bank of Australia carries out research in the Territory, and provides facilities for the purpose of educating the indigenous people in the concepts of saving and investment, and the general requirements of a money economy.

Legal tender in the Territory is governed by the provisions of the *Currency Ordinance* 1965, and with respect to Australian notes, by virtue of the application of the Reserve Bank Act. No new issue of Territorial coinage has been made since the re-establishment of civil administration after World War II.

Australian decimal currency was adopted within the Territory of Papua and New Guinea at the same time as it was introduced in Australia, on 14 February 1966.



Foreign exchange, which is controlled by the regulations of the Commonwealth of Australia, is supplied through the central banking system of the Commonwealth to the branches of banks operating in the Territory. There are no restrictions on payments between the Territory and the Commonwealth. As the Territory uses Australian currency, foreign exchange rates and restrictions on exchange transactions with other countries are the same as those applicable to similar transactions between Australia and those countries. During the period under review there were no major fluctuations in exchange rates between Australia and other countries.

There are four trading banks operating in the Territory: The Commonwealth Trading Bank of Australia, the Bank of New South Wales, the Australia and New Zealand Bank Limited and the National Bank of Australasia Limited. At 30 June 1970 twenty-five branches were maintained by these banks at Bulolo, Goroka, Kavieng, Lae, Madang, Rabaul, Wewak, Mount Hagen, Panguna, Nairovi and Kieta. In addition, bank agencies were operating at Kokopo, Wau, Banz, Loloko and a sub-branch was maintained at Kundiawa.

Savings bank facilities are provided by the Commonwealth Savings Bank of Australia, the Bank of New South Wales Savings Bank Limited, the Australia and New Zealand Savings Bank Limited and the National Bank Savings Bank Limited. At 30 June 1970 twenty-five branches were maintained at Bulolo, Goroka, Kavieng, Lae, Madang, Rabaul, Wewak, Mount Hagen, Kieta, Panguna and Nairovi and one sub-branch was maintained at Kundiawa. There were 318 agencies operating at smaller centres. School agencies are conducted at many centres.

The Papua and New Guinea Development Bank was established to provide credit in cases where it considers that finance is desirable and would not otherwise be available on reasonable and suitable terms and conditions. It provides finance for industry and commerce with special emphasis on small undertakings and for primary production.

The Bank opened in July 1967 and has since approved advances amounting to some \$13.4m. Up to the end of 1969-70 the Bank had been allocated \$10.4m by the Papua and New Guinea Administration. The Territory's 1970-71 Budget provides for a further allocation of \$3.75m.

The Bank's head office is in Port Moresby but it has established Regional Offices in Lae, Rabaul and Mount Hagen.

Rates of interest for bank deposits and advances are the same as those in Australia.

The public loans of the Territory are raised by subscriptions to private treaty loans and Territory Premium Securities. In 1969-70 \$6,743,800 was raised in the Territory of Papua and New Guinea by these means. Rates of interest applying in the Territory at 30 June 1970 are detailed in Appendix VI.

No information is available relating to current accounts maintained by indigenous people. In June 1970 the number of operative savings bank accounts of indigenous depositors, however, exceeded \$350,500, the balances of which totalled over \$15m.

Details of the amounts invested by the indigenous people on fixed deposit and in government securities and loans are not available.

The levels of deposits and advances of cheque-paying banks in 1969-70 and deposits of savings banks at 30 June 1970 in the Territory of New Guinea are shown in the following table:

BANK DEPOSITS		
Particulars	Average June 1969	Average June 1970
	\$'000	\$'000
Commonwealth and State Governments—		
(i) Fixed .. .. .	..	..
(ii) Current—		
(a) Bearing interest ..	..	..
(b) Not bearing interest	1,684	1,955
Other than Commonwealth and State Governments—		
(i) Fixed .. .. .	7,904	7,710
(ii) Current—		
(a) Bearing interest ..	1,106	933
(b) Not bearing interest	13,607	17,620
Total .. .. .	24,301	28,217
Savings bank balances at 30 June .. .. .	24,892	28,540

BANK ADVANCES		
Particulars	Average June 1969	Average June 1970
	\$M	\$M
Cheque-paying banks—		
Loans, advances and bills discounted .. .. .	15.78	17.27



## Section 3. Economy of the Territory

### CHAPTER 1

#### GENERAL

##### *General Situation*

The basis of the Territory's economy is still primary production with agriculture the most important part. In 1968-69 agricultural products made up approximately 90 per cent of the total value of exports of Territory produce (excluding re-exports). A timber industry is being developed. Gold production continued to decline in importance. Manufacturing industries are of growing significance, and their establishment is fostered. There are a number of incentives, such as special taxation concessions (notably the *Industrial Development (Incentives to Pioneer Industries) Ordinance 1965*).

Details of the programmes and policies for the economic development of Papua and New Guinea are to be found in Chapter 2 of this Section.

Although the economy is still largely dependent on copra and copra products, it is becoming more diversified. More cocoa and coffee are being exported; tea and oil-palm industries are being established; manufacturing industries, as well as service industries such as building and construction, commerce and transport, are also developing rapidly. Intensive mineral exploration and investigation has established the presence of large low grade deposits of copper and gold bearing areas. The feasibility of large scale commercial development is under consideration.

The main activity of the indigenous population is still subsistence agriculture, but increasing numbers of New Guineans are growing cash crops for export or for local sale. The major cash crops produced by indigenous growers for export continued to be copra, cocoa and coffee. Further details of these activities are set out in the relevant sections of this Report and at Appendix VIII.

Increasing numbers of the indigenous people are now raising livestock and participating in timber production, mining, commerce, transport, manufacturing and administration. The Administration provides guidance in business management and in setting up business enterprises.

Most indigenous families are almost wholly self-sufficient in food and other household

requirements but, due to the Administration's efforts to improve the health and the standard of living of the indigenous people, there is an increasing demand for a wide range of goods and services.

A large increase in the annual grant from the Australian government in the post-war period has enabled substantial provision to be made for the long term development needs of the Territory. There has been considerable expenditure on the detailed investigation of the Territory's physical resources. In addition finance has been provided for capital expenditure on equipment and material and on facilities essential for economic expansion. These include public works, power stations, water supplies, roads, aerodromes, wharves and transport services.

Details of revenue and expenditure during 1969-70 are set out in Chapter 1 of Section I of this Part and at Appendix IV.

In addition, the Australian government through Commonwealth departments and instrumentalities not directly responsible to the Territory Administration, continues to make funds available for essential works and services in the Territory of Papua and New Guinea.

As well as making a direct contribution to future development by the provision of permanent assets, the Administering Authority's expenditure on general administration, social services and education helps to raise consumption levels and thus assists the growth of local commercial enterprises.

##### *Price Trends*

For the Territory, as for other tropical countries, fluctuations in world prices for agricultural commodities are a particular problem. Nevertheless, during the past year, the volume of the Territory's agricultural production continued to increase.

Details of crop production and value of exports are set out in other relevant sections of this Report and in the Appendices.

##### *National Income and Balance of Payments Estimates*

Studies have been undertaken over a number of years to determine a satisfactory basis for the preparation of the social accounts for the Territory. Estimates of national income for the Territory of Papua and New Guinea for 1960-61 to 1967-68 and preliminary estimates for 1968-69 and 1969-70 have been prepared



by the Administering Authority. Details of these estimates are set out in Appendix XXVI. It is not possible to prepare estimates for each territory separately.

The present estimates cover both the monetary and subsistence production and consumption. The larger part of the indigenous population of Papua and New Guinea is engaged in subsistence agriculture although increasing numbers of indigenous persons are undertaking wage labour in both the public and private sectors of the economy.

There are difficulties in imputing values to the extensive subsistence production. Although the distinction between subsistence production and market production is clear, any attempt to identify a particular section of the population solely with subsistence would be unreal. Many of the indigenous people are producers and consumers of both the subsistence and monetary sectors of the economy. A considerable portion of the wage labour force and their dependants also produce and consume goods outside the market system. Estimates of this non-marketed primary production have been included in the monetary sector. An attempt has also been made to evaluate non-monetary gross private and community investment, replacement and maintenance.

Subsistence housing does not enter into the market system, although some items of construction could enter into market transactions and would be accounted for in the assignment of market supplies in the monetary sector.

The labour component in subsistence production is substantial. Very little of it is undertaken for monetary payment and notions of the value of undertakings and obligations vary from area to area even when values are stated in monetary terms.

Due mainly to the lack of statistical surveys covering a large number of items, much of the information necessary for the preparation of reliable balance of payments' estimates is not available. The figures provided, therefore, should not be assumed to have the high degree of reliability usually attributed to official estimates. Nevertheless, they are included as providing a reasonable indication of the balance of payments of the Territory for use until such time as more accurate estimates can be developed.

Tables 1 and 2 in Appendix XXVI give estimates of the total market supplies and total market expenditure in Papua and New Guinea

for the years ending 30 June 1961 to 1970. Provisional estimates of the balance of payments of Papua and New Guinea are given in Table 3 of Appendix XXVI.

Data for each of the Territories of Papua and New Guinea separately are not available.

#### *Non-Governmental Organisations*

The main non-governmental organisations of an economic nature are the Chambers of Commerce at Rabaul, Madang and Lae; co-operative societies; the Highland Farmers' and Settlers' Association; the New Guinea Graziers' Association; the Morobe District Planters' and Farmers' Association; and the Planters' Association of New Guinea; and the Madang, Lae and Rabaul Workers' Associations.

## CHAPTER 2

### POLICY AND PLANNING

#### *General*

Economic policy is aimed at developing the resources of the Territory to provide a rising standard of living for the whole population and to create a viable economy. Emphasis is being placed on increasing production over a wide range of industries and on the advancement of the indigenous people in employment, management and ownership.

These objectives are embodied in a 5-year development programme covering the period 1968-69 to 1972-73 which was announced in September, 1968. The programme sets out production and other targets and envisages increased expenditure by the Administration amounting to some \$1,000m over the 5-year period. The programme has been endorsed by the Territory House of Assembly and the Australian Government on the basis of mutual co-operation which recognises the need for the Territory to increase its financial self-reliance by raising the level of Territory revenue and loan receipts as much as possible.

The programme is based essentially on the agricultural industries and provides for substantial increases in plantings of slow-maturing tree crops particularly by the local people. The indigenes will be expected to play a greater role in all sectors of the economy but at the same time considerable expansion is envisaged in forestry, mining, manufacturing and other industries which will require large private capital investment and expatriate involvement.



The Administration therefore attaches considerable importance to its agricultural extension programme (described in Chapter 3 (b) of Section 4 of this Part) and to other measures including research and experiment, designed to assist in the establishment of new indigenous agricultural enterprises, the development of existing enterprises and the improvement in efficiency of indigenous agriculture generally. Technical aspects of this work are primarily the concern of the Department of Agriculture, Stock and Fisheries, while other major aspects devolve upon the Division of District Administration. The aims of the Administration in this direction can only be achieved fully by co-operation between officers of many departments of the territorial Public Service—in particular the 2 abovementioned Departments together with the Departments of Education; Public Health; Lands, Surveys and Mines; Forests and Trade and Industry.

The planning and co-ordination of transport services and projects are the responsibility of the newly created Department of Transport, which also carries out specific transport studies and surveys, prepares long-term integrated transport development programmes and provides advisory services to private enterprise as well as government agencies.

An important aspect of economic policy is that relating to the administration of land, which is described in detail in Chapter 3 (a) of Section 4 of this Part. Provisions to protect the rights of the people of New Guinea are included in all the land laws of the Territory. The basic safeguard is that only the Administration may acquire native-owned land and then only if in its judgment the land is surplus to the present and prospective needs of the people, and the owners wish to sell. Having acquired the land the Administration may dispose of it to settlers, indigenous or non-indigenous. As the only form of tenure given is leasehold, the Administration retains some control and, periodically, in accordance with the terms of the lease granted, reviews the future use of the land.

As well as protecting their existing interests in land, the Administration is trying to ensure that enterprising indigenous groups and individuals will have access to all the land they need under a system of tenure suitable to planned use.

To this end, it is now proposed to introduce legislation which will, in the main, provide for a single register of titles and new procedures

for deciding customary ownership in specially selected areas.

Land settlement schemes have been started in several areas by the Administration, and many indigenous agriculturalists have become leaseholders of land previously acquired by the Administration. Their number is increasing rapidly.

Local government councils participate in some of these schemes, e.g. in the Madang District, and the Gazelle Peninsula.

At the same time, as mentioned in Chapter 3 (a) of Section 4 of this Part, legislation has been passed which enables the conversion of customary systems of land tenure to a system which gives the individual a clear legal title to this land. This facilitates the better use of available land by the indigenous people and the more orderly handling of land transactions.

Capital formation is a major problem in the economic advancement of the Territory. In the traditional subsistence economy production is largely geared to current needs and the economic situation is one of stagnation rather than growth. As the people move towards a more advanced economy there is an increasing need for capital—to finance basic investigations of resources; to develop further the public utilities, including power and water; to provide roads, bridges, airfields, wharves and buildings; to purchase plant, machinery and equipment; to provide houses, schools and hospitals; to provide transport and communications.

A potential source of capital, both public and private, is beginning to develop in money incomes received by the indigenous people from various forms of economic activity. To promote an extension of this kind of savings the Reserve Bank of Australia, by arrangement with the Administering Authority, has established savings and loan societies. In addition, many New Guineans have subscribed to the various public loans raised each year.

In keeping with the policy of encouraging the financial self-reliance of the Territory it is expected that increasing proportions of public expenditure will in the future be financed out of local revenue and loan raisings. At the same time it must be recognised that substantial grants from the Administering Authority will continue to be necessary if the programme of development for the Territory is to be achieved.



Details of the annual grant from the Administering Authority are set out in Part VI, Section 1, Chapter 1.

As the economy has become more complex a need for capital to finance the enterprise of the producer has also emerged. The first New Guinean producers who entered into cash production, either for the local market or for export, already had their land, the wage-free labour of themselves and their families, and their own food and houses. Under guidance and with the distribution of seeds and plants by the Administration they could establish new crops without any demand on outside capital. Their first cash income was not needed for subsistence but could be used to purchase vehicles and implements. In areas recently brought under control this is still largely the situation, but as the economy advances and the indigenous settler and his family move into cash production of a more advanced kind, a need develops for initial finance for a house, subsistence and wages and the provision of implements and vehicles from the start so that steps to full production may be hastened. Between these two types of situation the need for capital has been met in a number of areas by community activity such as co-operative ventures, economic projects organised by local government councils, and loan societies formed under the *Savings and Loan Societies Ordinance* 1961-1967, as well as by loans from funds administered by the Papua and New Guinea Development Bank.

The various forms of credit assistance provided or backed by the Administration are outlined below. Additional credit facilities are provided by the commercial banks, but use of these has been limited among the New Guinean people by the fact that most of their land is held under native customary tenure and cannot be pledged as security, by protective restrictions on their contractual capacity, and by their own unfamiliarity with the use of credit. Reform of the land tenure system, referred to above, should remove some of these obstacles.

The investment of outside capital in the Territory is encouraged subject to suitable safeguards such as provision for equity participation by indigenes to protect the interests of New Guinea and its people and to ensure that their full participation in the economic life and wealth of their country will not be prejudiced. Such a policy serves not only to hasten the development of the Territory's resources and the expansion of secondary and tertiary

industries, but also to provide additional avenues for training the people in managerial and technical skills. Where it has been considered useful and practicable, incentives to attract capital to the Territory have been provided. These include a relatively low scale of taxation in the Territory compared with taxation in Australia; tariff protection and tariff concessions; and the provision of technical and other services by the Administration to investigate and provide information or advice on industrial possibilities, sites and services, and on such matters as prevailing freight rates and the size and distribution of markets throughout the Territory.

The *Industrial Development (Incentives to Pioneer Industries) Ordinance* 1965 was brought into operation on 1 April 1965 to encourage the establishment of industries in the Territory.

It is a responsibility of the Department of Trade and Industry to promote active participation by the local people in the field of secondary industry by the provision of counselling in all aspects of business management. The efforts of the Administration to encourage primary production are also assisted by special entry arrangements to the Australian market. Specialists from various departments of the Australian Government are made available to investigate problems, to carry out scientific surveys, and to conduct such basic research as that carried out by the Commonwealth Scientific and Industrial Research Organisation in the survey of natural resources and in recent research directed towards the most effective utilisation of local building materials.

A considerable amount of research and experimental work is carried on by the Administration itself in relation not only to agricultural production but also to pests and diseases, stock-breeding, fisheries, forests and mining.

Subsidies either of a direct nature or by the carrying of economic operating losses, have been provided for air transport and telegraphic communications while facilities of a high standard have been established for civil aviation.

The importation of livestock for breeding has been encouraged by the granting of freight subsidies. A freight subsidy has also been granted for the importation of approved Malayan rubber planting material. Customs



exemptions have been extended to the importation of agricultural machinery, some mechanical equipment, industrial metals and industrial and agricultural chemicals.

Training and advice are provided for the indigenous people in their own economic activities and in the new forms to which they are being introduced. These and other matters relating to the Administration's policies in the economic field are described in detail in Section 4 of this Part.

The application of specifically economic measures is not, of course, the only aspect of Administration policy bearing on the economic development of the Territory and its resources. In the long run such measures would have little effect if unsupported by progressive social policies especially in the fields of labour, health and education, particulars of which are given in the relevant parts of this Report.

#### *Administrative Organisation for Economic Development*

Most Departments of the Administration carry out functions relating to economic growth and development. Those most directly involved are the Office of the Economic Adviser, located in the Department of the Administrator, the Department of Agriculture, Stock and Fisheries, the Department of Forests, the Department of Lands, Surveys and Mines, the Department of Labour, the Department of Transport and the Department of Trade and Industry.

Other instrumentalities with responsibilities in the field of economic development include the Land Development Board, details of which are given in Chapter 3 (a) of Section 4 of this Part, the Papua and New Guinea Copra Marketing Board, the Papua and New Guinea Copra Industry Stabilisation Board and the Coffee Marketing Board.

As mentioned in Chapter 3 of Part V, local government councils prepare, finance and administer local economic development programmes, while co-operative societies and rural progress societies also play an important part in the economic progress of the indigenous people. Details of co-operative and rural progress activities are given in Chapter 1 of Section 4 of this Part. The Departments of Trade and Industry, District Administration and Agriculture, Stock and Fisheries actively foster these forms of organisation and advise and assist the people with their economic plans.

#### *Programmes for Economic Development*

The economy of the Territory has made considerable progress in recent years and has been assisted by planning broadly along the lines suggested by a survey mission organised by the International Bank for Reconstruction and Development which visited the Territory in 1963 at the invitation of the Administering Authority. The Mission recommended a Five Year Development Programme covering the period 1964-65 to 1968-69. This programme placed emphasis on stimulating the productive potential of the Territory and on advancing native people through education, vocational training and the acceptance of greater responsibility.

In May 1965, the Administering Authority endorsed the objectives of the Mission's programme, accepted the Mission's production programme as a working basis for planning and accepted many other proposals in the Report for the development of manufacturing industry, tourism, mining, power supplies, transport and communications as guides for policy and action. The Government endorsed the Mission's view that expansion of education at the secondary, technical and higher levels deserved high priority. It recognised, along with the Mission, that the rate of expansion of such activities as curative health services, primary education and general government services should be related to the capacity of the Territory's population to contribute towards them. It also recognised the soundness of concentrating additional expenditures on increasing production from agriculture, livestock and forestry and on accelerating the advancement of the indigenous people through training and education.

In the years since the Bank Mission reported, substantial progress has been made along the lines recommended. However, since the Report was compiled, there have been many new developments in the Territory calling for a revised programme. New opportunities have also arisen. Crops such as oil palm and tea now have prospects not foreseen by the Bank Mission in 1964; there are many more skilled Papuans and New Guineans available for employment; and further studies have been made of the prospects for the more rapid development of the Territory's resources.

In September 1968 a revised development programme for the period 1968-69 to 1972-73 was tabled in the House of Assembly and this



programme has been adopted as a basis for planning.

The basic aim of the programme is to develop the Territory for self-determination and to ensure that when this stage has been reached the Territory will, to the greatest extent feasible, be able to stand on its own feet economically. Emphasis will continue to be put on increasing production in the Territory, on advancing Papuans and New Guineans through secondary and higher education and vocational training and on the acceptance by the indigenous people of greater responsibility. Major aims will be to build up the capacity of the people of the Territory to develop and manage their own enterprises and also to provide greater opportunities for employment both in private industry and in administration.

#### *Credit Assistance for Economic Development*

The development of agricultural pursuits and the operation of small-scale commercial enterprises continue to occupy the interest of Papuans and New Guineans.

The Papua and New Guinea Development Bank commenced business in July 1967 to make development credit readily available on terms and conditions suitable to meet conditions in the Territory. Its policy is to encourage the rapid expansion of private enterprise and provide finance for primary production and for the establishment of industrial and commercial undertakings, particularly small undertakings.

The commencement of operations by the Papua and New Guinea Development Bank in July 1967 and its subsequent absorption of the assets and liabilities of both the Ex-service-men's Credit Board and the Native Loans Board in 1969, expanded and simplified the organisation of government credit facilities available to the public for development.

The functions of the Development Bank as defined in its Ordinance are:

- (a) To provide finance for persons—
  - (i) for the purposes of primary production; or
  - (ii) for the establishment or development of industrial or commercial undertakings, particularly small undertakings;

in cases where, in the opinion of the Bank, the provisions of the finance is desirable and the finance would not otherwise be available on reasonable and suitable terms and conditions; and

- (b) to provide advice and assistance with a view to promoting the efficient organisation and conduct of primary production or of industrial or commercial undertakings.

It is the duty of the Board, within the limits of its powers, to ensure that the policy of the Bank is directed to the greatest advantage of the people of the Territory and has due regard to the stability and balanced development of the Territory economy and the advancement of the indigenous population'.

During 1969-70, the Bank approved a total of 1,501 loans for \$5.4 million compared with 719 loans for almost the same amount in 1968-69. The most gratifying feature of the year's operations was the substantial increase in loans, both by number and amount, to Papuans and New Guineans.

The Bank approved 888 loans amounting to \$1.2m to Papuans and New Guineans (excluding land settlement schemes) compared with 291 loans for \$0.36m in 1968-69. Most of these loans were for rural projects and in terms of value, loans for cattle ventures were the most prominent. This increase reflects success in adapting lending policy to conditions in the Territory and is an indication of the growing demand for credit by the indigenous population.

The further relaxation of conditions for loans on clan (traditionally held) land, plus the introduction of discretionary powers to some agents, has quickened development at the village level. For example, of the \$0.4m lent to indigenes for cattle during 1969-70, over 90 per cent of this amount was approved for projects on clan land. Until a more formal land tenure scheme is evolved, the Bank will continue its present policy in this regard.

In the first three years of operation, the Bank has approved loans totalling \$13.1m and a further \$3.0m in the form of equity holdings, making an aggregate of \$16.1m.

The following table shows the number and amount of approvals since the Bank's inception.



Classification	Total approvals					
	1967-68		1968-69		1969-70	
	No.	Amount	No.	Amount	No.	Amount
		\$'000		\$'000		\$'000
Indigenes—						
General .. .. .	125	122.9	291	358.7	888	1,192.8
Land Settlement Schemes .. .. .	297	555.4	248	463.8	365	682.6
Non-Indigenes .. .. .	66	1,207.0	167	4,232.2	230	3,186.5
Joint Enterprises .. .. .	10	365.5	13	392.6	18	346.4
Total loan approval .. .. .	498	2,250.8	719	5,447.3	1,501	5,408.3
Investments .. .. .	2	1,500.0	4	122.5	4	1,335.6
Total finance approved .. .. .	500	3,750.8	723	5,569.8	1,505	6,743.9

A further 365 loans were approved during the year to smallholder settlers on the oil palm settlement scheme in West New Britain and more extensions to the scheme are planned over the next 2 years. In addition, the Bank undertook to retain a 50 per cent interest in the overall financing of New Britain Palm Oil Ltd; this will involve an investment of \$1.25m.

Lending to non-indigenes during the year totalled \$3.2m in comparison to \$4.2m in 1968-69. It is firm policy of the Bank to give priority to indigenous borrowers in times of funds shortage. In the second half of the year, a more selective lending policy to non-indigenes was followed.

Loan balances outstanding (excluding balances taken over from the Ex-Servicemen's Credit Board and Native Loans Board) increased rapidly during the year, and amounted to \$7.4m at 30 June 1970 compared with \$2.8m at end of June 1969. At the end of the year, undrawn commitments were \$4.2m, while options to take up equity investment in Territory companies totalled \$0.2m.

In October 1969 consequent upon an earlier general rise in interest rates in the Territory, the Bank announced varying increases in the rates of interest charged to its borrowers. While these new rates took immediate effect upon new loans approved after the announcement, the Bank gave notice of approximately nine months to borrowers who had had loans approved before the increase. On these accounts the revised rates became effective on 1 July 1970.

The Bank's lending during the year was again predominantly in the rural and commercial sectors.

#### PAPUA AND NEW GUINEA DEVELOPMENT BANK INTEREST RATE STRUCTURE AT 30 JUNE 1970

##### Terms Loans

Under \$3,000 .. .. .	5¼%
Over \$3,000 .. .. .	6¾% / 8½%
Equipment Finance and Hire Purchase .. .. .	6% (flat)

##### Co-operatives

The *Co-operative Societies Ordinance* 1965-70 has seen several amendments, the main one being in relation to charges raised against co-operative societies' assets as security for loans. A further amendment is proposed for the appointment of Official Managers to co-operative societies which may find themselves in financial difficulties.

The administration of Co-operative legislation is vested in the Registrar of Co-operative Societies, who is appointed by the Administrator of Papua and New Guinea. The Division of Co-operative Extension, for administrative purposes, is divided into three regions, New Guinea Islands, with an Assistant Registrar at Rabaul, New Guinea Mainland with an Assistant Registrar at Goroka, and Papua with an Assistant Registrar at Port Moresby. There is a Principal Assistant Registrar at Headquarters, who is responsible for regional co-ordination.

At 31 March 1970 there were nine Associations of Co-operative Societies in New Guinea and two Unions of Co-operative Associations. During the year as forecast in the 1968-69 Report, the trading functions of some Co-operative Associations were taken over by three



branches of the national wholesaling body, the Co-operative Wholesale Society Limited. Co-operative Associations continue to operate at Buin, Kavieng, Kieta, Wewak, Maprik and Madang. The functions of the non-trading associations are aimed at providing supervisory assistance to member societies.

The operations of the branches of the Co-operative Wholesale Society at Rabaul, Sohano, Lae and Lorengau have had considerable teething troubles in the spheres of finance and management. However, despite these problems, turnover has increased rapidly both at primary and secondary levels.

The major area of development has been in produce particularly in the Bougainville District. The value of cocoa handled by co-operatives in this District is expected to increase to over 2,500 tons by 1974-75. This has and is still having a direct effect upon the financial resources of the co-operative societies as well as causing severe managerial strains. Co-operative activity in the East Sepik District has increased with the formation of the Sepik Producers Co-operative Association Ltd, which handles the purchase of coffee and rice. Rapid expansion is also taking place in the Morobe District, especially in the Lae hinterland area.

The P.N.G. Co-operative Security Society Ltd had a successful year and plans are being made for the establishment of sub-agencies, other than co-operative societies, throughout the Territory for the Society's principal, C.I.C. Insurance Pty Ltd. Successful negotiations were carried out between the C.I.C. Insurance Pty Ltd and the Local Government Association for insuring council assets through that insurer.

The P.N.G. Co-operative Investments Ltd received a substantial sum of interest bearing deposits from member societies. These funds are reinvested by the Investments society in either gilt-edged securities or as investments within the Co-operative movement itself. The society does not function as a lending body but as a guarantor for member's undischarged liabilities obtained from normal banking institutions.

There have been approaches received from expatriate interests to form either joint ventures or private companies with co-operative societies in several fields. There are two of this type of organisation operating in Papua, which have proven successful and is an assured way of obtaining adequate managerial skills for their operations.

Statistics of co-operative activity are not available for the co-operatives financial year ended 31 March 1970. However, figures for the year ended 31 March 1969 disclose some interesting results.

There were some 100,000 members of 171 primary co-operative societies in New Guinea whose total share capital was \$1.7m, or an average of \$17 per member. Total turnover for the year was \$4.5m of which produce accounted for \$3.1m. As disbursement of surpluses members received a total of more than \$170,000 or 11.3 per cent on subscribed capital at the beginning of the year representing a return of 6.4 per cent by way of bonus share issues and 4.9 per cent by way of cash rebates and dividends.

*Supervision and Consolidation.* Officers of the Division of Co-operative Extension man some 29 stations throughout New Guinea and 17 in Papua. At 30 June 1970, the Division had on strength 52 Overseas officers and 90 local offices. Localisation of the Division is proceeding rapidly but it is essential to continue the training of the younger local officers being recruited.

Due to the shortages of these experienced and qualified personnel, expansion into new areas throughout New Guinea has not been possible. All resources have had to be concentrated towards established societies, which cannot be given the required degree of supervision and assistance to enable them to compete with the private commercial sector of the Territory.

Efforts to correct this situation are planned for 1970-71 when it is hoped that the staff strength of the Division will be substantially increased by the recruitment of additional experienced and qualified personnel from overseas countries as well as Australia.

*Co-operative Education.* This is a continuing process taking place at three levels.

(a) at the 'grass roots' level in the co-operation of primary producers to provide elementary processing, transportation, marketing facilities and retail distribution outlets.

(b) at an intermediate level in which the local people wish to engage in more complex activities such as coastal shipping operations, insurance, housing and wholesaling and to improve their bargaining position with respect to external marketing; and



(c) at the level of commercial operations commonly found in advanced or developed countries.

Officers of the Division of Co-operative Extension of the Department of Trade and Industry provide field training and education through practical demonstration using modern extension techniques, working with members, office bearers, managers and employees of co-operatives.

The Training Section of the Division of Business Training and Management of the Department of Trade and Industry provides teaching staff and materials for the Co-operative Education Centre in Port Moresby, and for regional and district training courses for employees of co-operatives.

The *Co-operative Education Trust Ordinance* 1969 established a Trust of nine members to control Co-operative Education in Papua and New Guinea. The Federation of Co-operative Unions and each of the four Co-operative Unions have a representative on the Trust. The other four Trust members are:

- (1) The Chairman of the Trust, appointed by His Honour the Administrator.
- (2) The Registrar of Co-operatives
- (3) A representative of the Department of Education
- (4) A member elected by the other eight members of the Trust.

The Trust controls the Co-operative Education Centre which has accommodation for forty students. A Co-operative College is at present under construction on land provided by the Trust at Laloki.

On completion, in 1972 the College will accommodate 132 students, with provision for expansion to 150 student places at a later date. The Co-operative Education Centre will be sold when the College is completed. Through a levy on co-operative societies, the Trust expects to raise \$30,000 per annum to cover in part the running costs of the College.

The United Nations Development Programme in conjunction with the ILO will provide assistance to the College in the form of staff, fellowships and teaching equipment, valued in all at \$458,000. This assistance will be spread over a period of 3½ years.

The College will provide basic training for co-operatives employees, but will also offer more advanced courses in Co-operative Law

and Practice. Accounting Analysis, Business Management, Retail Merchandising and Agricultural Marketing.

### *Business Training and Advisory Services*

Business Advisory Offices are operating in ten districts. New Offices were opened at Kieta and Wewak in March and at Kundiawa in April 1970, each of them being staffed by two officers. The Mount Hagen and Kavieng offices, which each previously had a Business Advisory Officer, Grade 3, but only had junior staff in the previous year, were restaffed with Business Advisory Officers, Grade 3.

Seven trainees completed their training and were appointed as Business Advisory Officers, Grade 1 and eight new appointees commenced their training.

Dealings with clients during the current and preceding years are shown in the following table:

	1967-68	1968-69	1969-70
Clients .. ..	2,033	1,750	1,800
Interviews .. ..	3,106	2,594	6,483

It may be seen that although the number of clients has remained fairly constant, there has been considerable increase in the number of interviews. This is due to follow-up assistance to establish new businesses and to develop existing businesses.

A Business Promotion Centre was completed at Port Moresby. This is now fully occupied by indigenous tenants, including motor mechanics, panel beaters, painting contractors, firewood contractors and a transport group. This Centre was officially opened on 10 June 1970 by His Honour the Administrator. A second Business Promotion Centre is nearing completion in Rabaul. These Centres are providing the means for more rapid entry of indigenous people into commerce and industry.

Much of the work of the Business Advisory Service is involved with assisting indigenous businessmen in the fields of retail trading and road transport. Special efforts are being made to diversify types of business endeavour.

Attempts are being made to rationalise operations in those fields where there is excess capacity or competition. Assistance is provided to develop entrepreneurs who show evidence of business potential. Officers in the field



assist the Training Section in the conduct of Trade Store Management courses. They also exercise agency functions for the PNG Development Bank. This involves investigations into loan applications and assistance to borrowers.

*Training Section.* Officers of the Section were involved in the development for the Territory of a technician level accounting course by the Australian Society of Accountants. This has achieved official recognition through the establishment of a Board of Commercial studies within the Department of Education. A Section Officer represents the Department on this Board.

*Courses Conducted by Training Section, during the Year ended 30 June 1970.* The courses shown in the table below were conducted at the Co-operative Education Centre by the Training Section of the Division of Business Training and Management, by three Training Officers, and one specialised English Teacher.

The very considerable upgrading of the local officers course, involving more subjects, and subjects taught at greater depth, necessitated the concentration of limited resources in training personnel at the Co-operative Education Centre. This reduced the number of field courses that could be conducted.

CHAPTER 3

INVESTMENTS

As mentioned in Chapter 2 the investment of outside capital in the Territory is encouraged subject to suitable safeguards to protect the interests of the indigenous population.

The procedures governing the formation and registration of domestic and foreign companies are described in Chapter 1 of Section 4 of this Part.

During 1969-70 there were 325 companies having a total nominal capital of \$A22,998,100 incorporated as local companies and seven companies with a total nominal capital of \$A950,000 were de-registered. Fourteen companies increased their nominal capital by a total of \$A3,475,000 and the net increases in nominal capital during the year in the commercial, industrial and agricultural categories were \$A13,845,000 (9.4 per cent), \$A1,105,000 (3.4 per cent), and \$A770,000 (1.3 per cent) respectively.

At 30 June 1970 2,043 local companies were operating with an aggregate nominal capital of \$A336,458,092.

One hundred and nine foreign companies (i.e. companies incorporated outside the Territory and carrying on business in the

Name of course	Duration	Number of students	Remarks
Local Officers Course, C.E.C. (July-November)	9 months	31	Second half of 9 month course
Local Officers Course, C.E.C. (Start of the first two year Course) February-June	2 years	36	This Course is now designed to provide technician level accounting qualifications and training in Merchandising, Extension Methods, etc.
Co-operative Society Secretaries Course, Wewak. (September-October)	6 weeks	32	
Co-operative Society Secretaries Course, C.E.C. (January-February)	6 weeks	26	
Agricultural Extension Officers Course (December)	2 weeks	15	For Officers in charge of Rural Progress Societies
Trade Store Course, Karkar (August) ..	2 weeks	38	Course for illiterates
Trade Store Course, Danben (September) ..	2 weeks	26	
Trade Stores Course, Buin (November) ..	2 weeks	25	
Trade Store Course, Mendi (December) ..	2 weeks	30	
Trade Store Course, Daru (January) ..	2 weeks	27	
Trade Store Course, Kerema (January) ..	2 weeks	38	



Territory) were registered and 3 were de-registered making the number of foreign companies at 30 June 1970, 469. Many of these companies operate through agents, usually a local company or firm and the exact amount of capital actually invested in the Territory is not known.

Particulars of local and foreign companies and their capital are given in Appendix VII, tables 6 to 9. Statistics of personal and company taxation for the Territory of Papua and New Guinea are included in Appendix V.

The Commonwealth of Australia has subscribed capital to two local companies, Commonwealth-New Guinea Timbers Limited and New Guinea Resources Prospecting Company Limited which have a nominal capital of \$4,000,000 and \$600,000 respectively. Statutory returns show that total paid up capital of Commonwealth-New Guinea Timbers Limited is \$3,000,000 and the Commonwealth and its nominees have subscribed \$1,500,002; the total paid up capital of New Guinea Resources Prospecting Company Limited is \$600,000 and of this the Commonwealth and its nominees have subscribed \$305,998.

The Administration of the Territory of Papua and New Guinea has subscribed \$1,249,000 or 50 per cent of the capital of a local company, New Britain Palm Oil Development Limited, which has a nominal capital of \$2,500,000. The Administration has by exercising an option over 20 per cent of the equity capital of Bougainville Copper Proprietary Limited (a subsidiary of Conzinc Riotinto of Australia Limited) invested \$25,000,000 in the project.

The *Business Names Ordinance* 1963 requires every person or group of persons carrying on business in the Territory under a name other than the true names of all the members of the business to register the business name in accordance with the Ordinance.

One thousand nine hundred and forty-nine names were registered under this Ordinance at 30th June 1970.

## CHAPTER 4

### ECONOMIC EQUALITY

Nationals of members of the United Nations, other than the Administering Authority, and of non-members of the United Nations enjoy equal treatment in economic matters with nationals of the Administering Authority.

## CHAPTER 5

### PRIVATE INDEBTEDNESS

There is no problem of private indebtedness among members of any section of the population. Among the indigenous population there is a certain amount of indebtedness in kind and in services towards kinsfolk, but this is within the framework of the social structure and forms an essential part of their custom in relation, for example, to such matters as marriage. Usury is not practised in the Territory.

### *Section 4. Economic Resources, Activities and Services*

## CHAPTER 1

### GENERAL

#### *Policy and Legislation*

The general situation regarding economic resources, activities and services and the Administration's policy for economic development are described in Chapters 1 and 2 of Section 3 of this Part.

Executive responsibility for implementing government policy rests with the Departments of Trade and Industry, Agriculture, Stock and Fisheries, Forests, and Lands, Surveys and Mines, which work in close co-operation with the Division of District Administration.

Legislation relating to the protection of the Territory's resources includes the Lands, Mining, Water Resources, Forestry, Fisheries, Fire Prevention and Quarantine Ordinances, and developmental and marketing enactments such as the *Co-operative Societies Ordinance* 1965, the *Native Loans Fund Ordinance* 1955-1966, the *Papua and New Guinea Copra Marketing Board Ordinance* 1952-1957, the *Petroleum (Prospecting and Mining) Ordinance* 1951-1965, the *Cacao Ordinance* 1951-1952, the *Cocoa Industry Ordinance* 1958-1966, the *Coffee Industry Ordinance* 1960 and the *Papua and New Guinea Coffee Marketing Board Ordinance* 1963-1970.

In addition to providing for the control of pests and diseases, some ordinances and regulations prescribe for the inspection and grading of products according to recognised standards.



In general indigenous laws and customs do not conflict with the provisions made to conserve resources. Care is taken to ensure that non-indigenous development is not injurious to indigenous interests.

No special privileges are granted to any non-indigenous groups in any branch of the economy.

Normal banking and commercial credit facilities, which are described in another section of the Report, are available to all sections of the community.

### *Production, Distribution and Marketing*

Cash crops are mainly sold overseas, and to assist economic advancement in the Territory, Australia generally provides favourable marketing conditions for the Territory's products. Agricultural products may be sold freely in the Territory according to the owner's judgement. Generally there is competition between traders operating in the Territory for the handling of products for marketing overseas. Exports of copra are controlled and there is some control on the export destinations of coffee.

Many indigenous inhabitants engage in business activities on their own account. Information on the participation of co-operative societies and local government councils in production and commercial activities is given later in this chapter and in Chapter 3 of Part V.

Numbers of indigenous people are engaged in mining for alluvial gold in the Morobe, Eastern Highlands, Western Highlands and East and West Sepik Districts. Some work full-time at the occupation but most work the alluvial deposits as an adjunct to traditional subsistence farming operations. Where banking facilities are not available the Administration receives gold parcels and makes payment to the miners. Indigenous mining operations are encouraged by the Administration through technical advice and help.

The main exports of the Territory are, at present, coconut products, coffee, cocoa, forest products, rubber, fishery products, gold, crocodile skins, peanuts, pyrethrum extract, tea and passionfruit juice.

The Territory is accorded preferential tariff treatment by Australia and all Territory produce is exempt from primage duty. Territory produce normally pays the lowest rates of duty applicable under the Australian tariff and

many commodities are either completely exempt or subject to special rates; such concessions are almost exclusively for Territory produce.

Items admitted from New Guinea into Australia duty free include copra, cocoa beans, raw coffee, rubber, shell, pepper, passionfruit juice, peanuts and most forest products.

During 1961 an arrangement was negotiated allowing preferential treatment for Territory coffee imports into Australia. Since October 1966 the arrangement has included the remission of duty on raw coffee imported into Australia from sources other than Papua and New Guinea for each importer who during a specified period obtains 30 per cent or more of his requirements of raw coffee from the Territory. All raw coffee imported into Australia from Papua and New Guinea continues to be admitted duty free.

Following a request by coffee growers for a coffee marketing board and having regard to the requirements of the International Coffee Agreement and the incentive arrangements for marketing Territory coffee in Australia, the Papua and New Guinea Coffee Marketing Board Ordinance was brought into effect in 1964. The *Coffee Marketing Board Ordinance* 1963-1970 provides for the establishment of a Coffee Marketing Board with power to regulate the marketing of Territory coffee. The Board consists of six members appointed by the Minister of State for External Territories, five of whom are selected from panels of names submitted by organisations representative of the coffee growers of the Territory and the sixth is required to be an officer of the Public Service. The present Board consists of two indigenous members, three non-indigenous members and the Director of Agriculture, Stock and Fisheries.

The marketing of rubber from the Territory of Papua and New Guinea is facilitated by the remission of duty on overseas rubber when the satisfactory sale of Territory rubber offering on the Australian market is assured.

The marketing of copra is under the control of the Copra Marketing Board, a body corporate set up under the *Papua and New Guinea Copra Marketing Board Ordinance* 1952-1957. The Board, appointed by the Minister of State for External Territories, consists of a chairman, two representatives of the copra producers of the Territory of New Guinea, one representative of the copra producers of the Territory of Papua, one other



member and the Director of Agriculture, Stock and Fisheries. There is one indigenous member on the present Board.

Under powers conferred by the Ordinance the Board purchases and sells copra on behalf of the producers. It is the sole purchaser of copra and is empowered to determine the price for any copra which it purchases. Copra is sold on the open market.

Copra is purchased by the Board under a system of grade and ownership markings, which is designed to eliminate confusion regarding ownership brands and applies to all producers and traders. A considerable percentage of copra produced by indigenous planters is channelled to the board through co-operative societies, but where an indigenous producer desires he may operate his own account with the Board.

The Board takes delivery of copra from ships' slings where water transport is used or at a warehouse of the Board where road transport is used.

The price of copra paid to producers is arrived at on a modified 'pool' principle. A tentative f.o.b. price is determined from the overseas and local sale contracts made by the Board and deductions are made to cover the estimated costs of handling, administration, 'instore' shrinkage, etc. The final prices are determined in the light of actual trading results, the entire net proceeds being distributed *pro rata* among the producers who delivered copra.

An indigenous producer can receive an immediate cash payment on delivery of copra to the Board, but the accounts of all other producers are settled twice monthly.

#### *Stabilisation*

The copra industry is supported by a fund which totalled \$9,248,165 at 30 June 1970 and is earning interest at the rate of about \$497,000 per annum. The Copra Fund, which is established under the *Customs (Copra Industry Stabilisation) Ordinance 1959-1960*, was commenced from a levy on copra production introduced in 1946. The levy was discontinued in 1959. A Board of five members, two representatives of the copra producers of New Guinea, one representative of the copra producers of Papua and two other members, administers the fund. The fund is now sufficient to cushion any severe fall in prices and the Board, taking into account the overall position, declared a bounty for producers for the 1969-70 financial year. A bounty of \$3 per

ton was paid to producers, involving total payments of approximately \$390,000 during 1969-70.

#### *Monopolies*

The postal and telegraph service has been established as a monopoly reserved to the Administration, the telecommunication services being operated in conjunction with the Overseas Telecommunications Commission of Australia.

#### *Private Corporations and Organisations*

Procedures for the formation and registration of companies are prescribed in the *Companies Ordinance 1963-1968* of the Territory of Papua and New Guinea and the regulations made thereunder.

A company may be incorporated in the Territory of Papua and New Guinea upon production to the Registrar of Companies of a memorandum and articles of association. These must set out the name, objects and rules of the company and be signed by at least five persons, or in the case of a proprietary company, two persons who agree to become members of the company. A list of persons who have consented to be directors of the company must also be produced. Upon registration of the memorandum and articles the Registrar issues a certificate of incorporation and the members of the company are then a body corporate under the registered name of the company with perpetual succession and a common seal. A registration fee is payable at prescribed rates. All companies registered in the Territory under the repealed legislation or under any corresponding previous law of the Territory are deemed to have been registered under the new Ordinance.

Any company incorporated outside the Territory of Papua and New Guinea and carrying on business in the Territory is required to register as a foreign company. Registration is effected upon production of the following documents and particulars to the Registrar of Companies:

- (i) a certified copy of the certificate of incorporation of the company;
- (ii) a certified copy of the memorandum and articles of association or similar document defining the constitution of the company;
- (iii) a list of the directors of the company;



- (iv) a memorandum of the powers of any local board of directors;
- (v) a memorandum of appointment of an agent resident within the Territory;
- (vi) notice of the situation of the registered office of the company within the Territory; and
- (vii) a statutory declaration by the agent verifying certain details concerning the company.

Upon registration the Registrar issues a certificate of registration embodying particulars of the company's name, incorporation, registration, registered agent and registered office in the Territory. A registration fee is payable at prescribed rates.

## CHAPTER 2

### COMMERCE AND TRADE

#### *General*

The commercial life of the Territory is based mainly on the production and sale of primary products and the importation of manufactured goods, including foodstuffs. However, secondary industries are being established and developed.

The indigenous people are almost wholly self-sufficient in food and domestic requirements, but, as a result of the Administering Authority's efforts to improve standards of nutrition, health and village hygiene and the general standard of living, new demands are constantly arising. These are met by various means including indigenous co-operatives where cash crops and trading have been introduced.

Provision for the education of officers and employees of the co-operative societies is made at the Co-operative Educational Centre, Port Moresby. Particulars of co-operative activities are given in Chapter 2 of this Section and in Appendix XIV.

Markets exist throughout the Territory. The indigenous inhabitants are able to participate in trade to a greater degree as the range of products extends and transport facilities are improved. The Papua and New Guinea Development Bank provides development finance when it would not otherwise be available on reasonable terms and conditions.

The Development Bank has to have regard primarily to the prospects of the borrowers operations being successful rather than to the amount of security the borrower can offer for a loan.

The Business Advisory Service of the Department of Trade and Industry advises and assists indigenous persons already engaged in business, or wishing to start individual ventures, partnerships or joint stock companies.

Business Advisory Officers and training officers of the Division of Business Training and Management conduct field courses in Trade Store and Trucking Management. During the year courses of these types were conducted at Kar Kar, Dan ben, Buin, Mendi, Daru and Karema.

Indigenous co-operatives and individuals are taking an increasing part in processing and marketing of primary produce, wholesaling and retailing of goods, and other activities such as transport.

Apart from investments in co-operative societies the indigenous people are taking part in the money economy through such enterprises as the Tolai Cocoa Scheme, Namasu Limited, Wasu Limited and Palnamadaka Co. Limited.

An executive cadets training scheme operated by a major company, offers young New Guineans employment as executive cadets in training. These youths are sponsored by the company as full-time students on advanced courses and trained as future executives.

Goods are distributed through wholesale and retail traders at the main ports and centres and through small stores and by mail in the more scattered settlements. There is also some direct trade between private individuals in the Territory and business houses in Australia and New Zealand.

There is no restriction on the distribution of foodstuffs, piece goods or essential commodities in the Territory.

Provision exists under the *Prices Regulation Ordinance* 1949 for the regulation of prices. Maximum prices have been declared only for certain foodstuffs and petroleum products, tobacco and cigarettes, sawn timber and taxi fares. As there is no shortage of essential commodities and their distribution is adequately



catered for by normal commercial channels, no special measures for their allocation are needed.

*External Trade*

The development of export crops is encouraged where there are considered to be market prospects, and endeavours are made to ensure adequate access to world markets for Territory produce.

Private enterprise continues to seek out better and new opportunities to sell most Territory commodities to best advantage on external markets. Official action has included negotiating favourable conditions of access to Australian and overseas markets, keeping the special circumstances of the Territory under notice in international trade forums and actively promoting Territory products at international trade fairs and displays. These activities are carried out in co-operation with growers and traders. Where international commodity agreements exist or are proposed, as for coffee, cocoa, tea, oilseeds, oils and fats, efforts to protect the needs and interests of the Territory are continuing.

The International Coffee Agreement, which began to operate in October 1963, has been extended to Papua and New Guinea. The main objects of the Agreement are to achieve a reasonable balance between supply and demand in the international coffee market, to keep prices at equitable levels, to increase consumption and thereby to strengthen the general economies of coffee-producing countries. This Agreement was re-negotiated for another five-year term from October 1968. The Administration has co-operated fully in implementation in the Territory of the control system of the Agreement including certificates of origin and coffee export stamps.

Apart from freight subsidies to encourage the importation of good quality cattle and thoroughbred station horses, there are no direct or indirect subsidies designed to stimulate imports or exports of any particular category.

The Administration publishes an overseas trade bulletin each quarter and annually which shows the details of exports and imports by quantity, value and country, classified in accordance with the Standard International Trade Classification. Imports and exports to and from the Trust Territory are recorded separately.

The following figures show the trend in the value of trade over recent years:

Year	Total trade	Imports	Exports
1965-66.. ..	108,456	67,566	40,889
1966-67.. ..	120,416	76,034	44,382
1967-68.. ..	141,541	83,091	58,450
1968-69.. ..	156,433	92,535	63,898
1969-70.. ..	n.a.	n.a.	n.a.

Detailed statistics of commerce and trade are set out in Appendix VII, Tables 1 to 5.

*Customs Duties*

No customs union exists with the metropolitan country and no preferences on imported goods are given in the Customs Tariff of the Territory.

Customs duties are imposed on imports in accordance with the *Customs Ordinance* 1951-1959 and the *Customs Tariff* 1959-1969.

A Tariff Advisory Committee furnishes recommendations on applications for variation of the import tariff and such other matters relating to the duties of customs as are referred to it.

*Import Restrictions*

All import licensing in the Territory was abolished as from 1 September 1959.

*Export Licences*

The *Exports (Control of Proceeds) Ordinance* 1952-1968 prohibits the exportation of any goods to places other than the Commonwealth of Australia or its Territories unless a licence is in force and its terms and conditions (if any) are complied with. The Ordinance is designed to ensure the receipt into the banking system of all proceeds of overseas transactions. No fees are imposed for the issue of licences.

CHAPTER 3

LAND AND AGRICULTURE

(a) LAND TENURE

*Land Legislation*

The Principal land legislation includes the *Land Ordinance* 1962-1969, the *Land Titles Commission Ordinance* 1962-1968, the *Land (Tenure Conversion) Ordinance* 1963-1967, *Lands Registration (Communally Owned*



*Land*) Ordinance 1962, and the *New Guinea Land Titles Restoration Ordinance* 1951-1968.

The Land Ordinance provides for the acquisition of land, including native owned land, and for the subsequent allocation of leasehold titles for the purposes of development. The Land Titles Commission Ordinance provides for the determination of ownership of native land, the Lands Registration (Communally Owned Land) Ordinance provides for the registration of communal rights to land as directed by the Land Titles Commission, and the Land (Tenure Conversion) Ordinance enables customary ownership to be converted to individual registered title.

The New Guinea Land Titles Restoration Ordinance provides for the restoration of titles lost during the war of 1939-1945.

The Land Ordinance limits dealings in native land and subjects all dealings in land other than native land to the prior approval in writing of the Administrator. Indigenous owners have no power to sell, lease or dispose of native land, except to other Papuans and New Guineans in accordance with native custom, or to the Administration; they have, however, the same capacity as non-indigenous people to deal in land leased from the Administration.

The Ordinance makes provision for Administration land to be declared native land. It also empowers the Administrator to take steps to determine the ownership of land in respect of which the title is not clear. The title of such land is decided by the Land Titles Commission. There have been 16,598 hectares possessed by the Administration under this provision. 793.90 hectares were declared in the year under review.

The Administrator may acquire land by agreement or compulsory process. Special provisions are included to ensure that owners of native land are informed of any notice given under the ordinance which affects their land. Compensation is paid to the owners of land which has been acquired, including the owners of native land. If agreement is not reached on the amount of compensation the matter may be settled by arbitration or by the Supreme Court or by the Land Titles Commission.

The Land Titles Commission Ordinance establishes an independent judicial tribunal to determine and protect rights to land, particularly native land. It provides for the declaration of adjudication areas and for the

appointment of a demarcation committee to determine customary rights to land within such an area. Each committee consists of at least three members of whom a majority is to be indigenous.

The associated ordinances are the *Survey Ordinance* 1962-1966 which provides for the licensing of surveyors and the conduct of authorised surveys; the *Real Property (Registration of Leases) Ordinance* 1962 which is designed to increase certainty in land tenure by allowing registrable Administration leases to be issued 'subject to survey' thus expediting the issue of registered leases; and the *Water Resources Ordinance* 1962-1967 which is designed to control the use of water, assist the exploitation of water power and prevent erosion and soil degeneration in catchment areas.

### *Classification of Land*

Lands in the Territory are classified as follows:

- (i) Native land;
- (ii) freehold land;
- (iii) Administration land (including land leased to indigenous and non-indigenous inhabitants).

*Native Land.* Native land is land owned or possessed by an indigenous person or community by virtue of rights of a proprietary or possessory kind which belong to that individual or community and arise from and are regulated by native custom.

The Administration has always been aware of the importance of land to the indigenes and has recognised and protected their customary rights to land in the laws of the Territory.

All unalienated land is regarded as native-owned until it has been demonstrated by prescribed procedures that it is unoccupied and unclaimed. This is designed to protect the interests of the indigenous inhabitants until the position regarding ownership of land is clarified by the Land Titles Commission. Any land for which ownership cannot be proved to the satisfaction of the Commission, will be possessed by the Administration.

*Land Inheritance.* There is great variation throughout the Territory in the nature of customary ownership of land. In most areas the principal interest remains in the landholding group, and individuals within the group have limited rights of use, either for life or for a



shorter period. Thus the normal system by which rights of ownership in land use are acquired is by birth into a landholding group. The transfer of rights by sale was unusual in the past but is now an established and increasing custom.

By adoption a child (or an adult) may acquire an interest in land, thus providing another exception to the principle that land rights may only be acquired by birth. An individual is usually accepted as standing to adopted parents in the full relationship of a child actually born to them and thus acquires all the rights which a community's customary land laws would allot to such a child. Adoption often involves the consent and approval of the kinship groups of one or both of the adopting parents. In the case of an individual adopted from outside the kinship group his rights to land are likely to depend on whether or not the group has agreed to the adoption.

In the past some communities were driven off their land by warfare, but, though warfare was widespread throughout the Territory, acquisition of land by conquest does not appear to have been general. The usual pattern of warfare involved raids with the subsequent return of the conquering group to its own lands. The highlands districts provide an exception to this pattern and in many parts of those areas acquisition of land by conquest was common.

Although customary rights over land are generally acquired by birth, the details of inheritance systems vary greatly from place to place and can be understood only after examination of variations in kinship organisations and differences in the emphases placed on descent lines. A large number of the Territory's communities are organised into groups based on one or the other of the two forms of unilateral descent. In communities in which patrilineal descent is emphasised, land rights are inherited through the father; in those where matrilineal descent is emphasised inheritance is through the mother. Where both men and women are recognised as landowners, inheritance is through either a father or mother, or both.

Rights in land owned in common by members of kinship or descent groups are acquired by the individual at birth and their acquisition is not dependent on the death of an owner.

Generally the system of succession to land rights does not vary according to individual wishes. It would not, for example, normally

be possible for an individual to leave his land rights to a person outside his kinship group without adoption and the kinship group's acceptance of the person as one of its members. Also, within the group, an individual does not usually have the power to decide how his property rights are to be divided among customary heirs.

In some areas a desire for change is developing. For example, in communities in which inheritance is based on matrilineal descent, an increasing number of men want their own children to succeed to their land rights. Again it is natural for progressive individuals who have planted perennials or made other improvements to their land to hope to be able to pass rights to such improvements to their own children as individuals rather than as members of a group.

*Land Ownership.* House sites in villages and hamlets are allotted to individual heads of families except that where such community buildings as 'men's houses' exist, the latter are the joint property of extended families, lineages or clans. In the case of individual family houses, allotment of sites usually involves the grouping together of the homes of members of a descent group.

Land used for gardening is in some places individually owned, but in others is the common property of descent groups, such as lineage or clans, within the community. Where descent groups own the land, particular garden plots for each family may be allotted seasonally by agreement of all members of the owning group, and no individual or family would have a specific claim to any particular portion of the group-owned land.

Where group ownership of garden land exists there are gradations, based on seniority, in the influence of various members of the group and consequently variations among them in the control of land. At times it may be possible to discern one person who clearly has the greatest amount of control in the group-owned areas, but he is more in the nature of the chief spokesman in land matters and behind him are a number of other people who must also be considered as the owners.

In some communities individually-owned and group-owned garden land can be found side by side. For example, bush land newly cleared for a garden for the first time may be considered the property of those organising



the clearing, while the older garden areas are recognised as the joint property of members of the kinship group.

Hunting and collecting lands outside the garden areas are usually common property not of a kinship group but of local groups such as villages. Similarly, fishing and other rights over reefs and water are owned in common by those who have, by birth, the right to reside in a particular village.

At times, it is necessary to distinguish between ownership of land and ownership of what is on land. It frequently happens that permission is given to people to plant useful trees and palms on land other than their own and native custom recognises such trees and palms as belonging to the planters and their heirs.

*Land Use.* Land use must often be distinguished from ownership. Members of many communities often allow others temporary or seasonal use of their land, though they are very firm indeed when the matter of actual ownership arises. It may happen under a community's garden system that most of the members cultivate each season land which is owned by others. In some communities, it is the practice for all gardens to be made within a common fence on land owned by a few individuals or kinship groups, but used for a season by a large number of families. In subsequent years gardens will be made on the land of other individuals or other descent groups.

Methods of land use employed by the native people are described in part (b)—Agricultural Products—of this Chapter under the heading *Indigenous Cultivation Methods and Techniques*.

*Land Tenure Reform.* The Administering Authority is aware that customary land tenure is not satisfactory for economic progress as it frequently lacks the flexibility needed to encourage land development. A system which gives clear and transferable title to the land is likely to provide greater incentives for progress. The present laws have been designed to give the greatest possible opportunities for land development by the indigenous people consistent with respect for their wishes. The title given enables the owner to mortgage his land although the rights of the mortgagee are restricted.

The following principles have been adopted as the basis of policy:

(i) The ultimate and long-term objective is to introduce throughout the Territory a single system of landholding regulated by the Territorial Government by statute, administered by the Department of Lands, Surveys and Mines of the Territorial Government, and providing for secure individual registered titles.

(ii) Only the Territorial Government (i.e. the Administrator working through the Department of Lands, Surveys and Mines and the Registrar of Titles) may issue and register land titles.

(iii) Land subject to native custom remains subject to native custom only until it is taken out of custom either by acquisition by the Administration or by the process provided for by the *Land (Tenure Conversion) Ordinance* 1963-1967 of conversion of title to an individual registered title.

(iv) Upon acquisition compensation is provided.

(v) Land held under native custom may not be acquired outside native custom except by the Administration.

(vi) For the time being land may not be acquired by the Administration unless the indigenous owners are willing to sell, and, in the opinion of the Administration, the land is not required by them; and conversion of title may take place only if all of those who have an interest in the land under native custom consent to the conversion.

(vii) The services of Land Titles Commissioners are to be used as a first priority on investigation into the ownership under native custom of land proposed for acquisition by the Administration; on settlement of disputes about the ownership of land held under native custom; and on investigations into the rights held under native custom in land proposed to be converted to individual registered title. To the extent that the time of the Commissioners is not fully occupied with this work, they should continue investigations into the holding of land under native custom; the results of such investigations are to be recorded for use in connection with future acquisitions or conversions of titles.

The *Land (Tenure Conversion) Ordinance* 1963-1967 provides for the conversion of the tenure of native land according to native



custom into individual tenure in fee simple registered under the *Land Registration Ordinance* 1924-1969.

*Registration of Native-owned Land.* Provision for the investigation and recording of rights and interests in native land is contained in the *Land Titles Commission Ordinance* 1962-1969 and in the *Lands Registration (Communally Owned Land) Ordinance* 1962. The former Ordinance establishes a Land Titles Commission which is required to hear claims and disputes or to carry out investigations on its own initiative relating to rights and interests in native land, and to survey the boundaries and determine the ownership of native land. Findings must be forwarded to the Registrar of Titles for registration.

Priority is being given to investigations in those areas where the main agricultural development has taken place, e.g. in New Britain, Morobe, Madang, Bougainville and New Ireland and in the densely populated areas of the Highlands.

*Acquisition of Native Land.* The most important safeguards to the land rights of the indigenous people are that no land held under native customary tenure can be acquired from the native owners except by the Administration. Provision exists for compulsory acquisition only for defined public purposes. The Administration may not otherwise acquire or assume title to native land without the freely obtained consent of the owner. The Land Ordinance also requires the Administration to be satisfied after reasonable inquiry, that the land is not required or likely to be required, either immediately or in the foreseeable future, by those on whom the land may devolve by native custom.

The acquisition of land from native owners is supervised by the Department of Lands, Surveys and Mines which consults with the Division of District Administration, and the Departments of Health, Agriculture, Stock and Fisheries, and Forests in regard to the present and prospective needs of the indigenous people and the best economic use for any land acquired.

Before assessing the area of land required by a community to meet its present and future needs the Administration makes an investigation to determine ownership according to native custom, the area of arable land owned by the community and population trends. Consideration is also given to the subsistence

pattern, whether it is entirely agricultural or includes collecting, hunting or fishing; and to what extent the pattern has been modified by the introduction of new foods, cash-cropping and improved agricultural techniques; to the ecology of the area; and to the probable future economic advancement of the people including their capacity to undertake greater responsibility in land management and utilisation.

All land to be purchased is valued by a qualified valuer, and his assessment forms the basis for the price offered by the Administration. The price for rural land is based on agricultural or pastoral potential, accessibility and terrain. The price for urban land varies according to demand and locality.

#### *Freehold Land*

Only leasehold tenures are granted over Administration land; no provision exists to permit a grant of the freehold of such land. Administration land can, however, be declared native land in the possession of a particular owner who may apply under the *Land (Tenure Conversion) Ordinance* 1963-1967 for its registration in his name as the owner of an estate in fee simple.

Table 1 of appendix VIII shows the amount of freehold land held by non-indigenous inhabitants. Almost all of this was alienated during the period preceding Australian administration. It seems probable that in some areas a further amount of alienation had taken place before 1942, but records available do not disclose ownership and determination of ownership must therefore await the findings of the Land Titles Commission.

#### *Administration Land*

This comprises:

- (i) land to which the Administration succeeded in title following the acceptance of mandatory powers by the Commonwealth Government after World War I;
- (ii) land purchased by the Administration;
- (iii) land acquired by the Administration for public purposes.

Administration land is, in effect, a reserve of public lands held in trust and will eventually come under the control of whatever political entity ultimately emerges in the Territory.

The Administrator is empowered by the *Land Ordinance* 1962-1969 to grant leases and licences of various types. Applications for



leases are first considered by the Land Board established under the Ordinance which makes a recommendation to the Administrator on whom it considers should be the successful applicant.

The Land Board consists of a chairman and two other members together with such other members as the Administrator may consider it necessary to appoint to act in relation to land in particular localities. Indigenous members are appointed to assist in this way.

The principal types of lease which may be granted are:

- (i) agricultural leases for any period not exceeding 99 years and subject to conditions relating to cultivation;
- (ii) pastoral leases for any period not exceeding 99 years and subject to stocking conditions;
- (iii) leases of allotments for business and residential purposes for any period not exceeding 99 years; these leases incorporate improvement conditions requiring the erection and maintenance of buildings;
- (iv) special purposes leases, where the Administrator considers that a grant of a lease under any other category would not be appropriate, for any period not exceeding 99 years;
- (v) mission leases to enable the erection of buildings required for specified mission purposes, or for gardens or pastures ancillary to those purposes, for any period not exceeding 99 years; rent is not payable on a mission lease; and
- (vi) town sub-division leases for purposes consistent with the general plan for the development of the township and provided undue expense to the Administration will not be involved in the provision of electricity, water and other services, for any term not exceeding 5 years.

Licences to enter Administration land may also be issued for various purposes. Licences remain in force for a period not exceeding one year and are subject to such conditions as may be prescribed.

The Land Development Board, details of which are given below, examines land available for agricultural and pastoral development and prepares a land-use plan dividing the land into areas of a size suited to the best use of the land. Agricultural and pastoral leases are granted in accordance with the plan.

Land totalling 214,133 hectares is held under leasehold tenure by lessees outside the Administration, mostly for agricultural and pastoral purposes. This included 8,509 hectares leased during the year. There were 452 leases totalling about 1,573 hectares allocated to various Administration authorities.

*Acquisition of Land for Public Purposes.* The Land Ordinance enables the Administration to acquire or resume land for any of a number of specified public purposes, including a purpose connected with agricultural experiment and demonstration, communications, conservation of resources, defence, generation of electricity, industrial development, navigation by land, water or air, public health and public safety.

This provision applies to land held in fee simple, land held under lease, licence, or permit from the Administration, and to native land. Before acquiring land by compulsory process the Administrator is required to have served on each of the owners of the land, or such of them as can after diligent inquiry be ascertained, a notice inviting the owner to treat with the Administrator for the sale to the Administration of the owner's interest in the land. After a period of 2 months, the Administrator may, by notice in the *Gazette*, declare that the land is acquired by compulsory process for a public purpose specified in the notice, and on the date of such acquisition the interest of any person in the land is converted to a right to compensation. Compensation by arbitration is provided for, and upon application by the Administration, or any other person interested, the Supreme Court may adjust rights and order the basis upon which compensation is to be determined.

No land was acquired for defence purposes by this process during the year.

*Acquisition of Land by Negotiation.* Native land purchased by the Administration during the past five years totalled:

Year			Hectares
1965-1966	..	..	19,197
1966-1967	..	..	65,062
1967-1968	..	..	55,094
1968-1969	..	..	28,467
1969-1970	..	..	13,177

The 1969-1970 total includes large purchases in the Eastern Highlands, Morobe and West New Britain Districts.



*Reservation of Land for Public Purposes.* The Land Ordinance provides that the Administrator may from time to time grant in trust, or by proclamation reserve from sale or lease, either temporarily or permanently, any Administration land which in his opinion is or may be required for public purposes specified in the Ordinance or for any other purpose which may be approved by the Administrator. Reservations made during the year were 1.14 hectares for a Local Government Training Centre at Rabaul and an area of 5.35 hectares at the Rabaul foreshore in the East New Britain District and 0.2954 hectares for a cemetery at Madang in the Madang district.

*Transfer of Non-native Land to Indigenous Inhabitants.* Any indigenous person or group of indigenous people may apply for land in accordance with the requirements of the Land Ordinance. Any such applications will be considered by the Land Board on their merits.

Special settlement areas with low building covenants exist in Wewak, Lae, Madang, Kavieng, Lorengau, Goroka, Wau and Mount Hagen.

During the year a total of 3,760.55 hectares of Administration land was leased to individual indigenous inhabitants or corporate bodies controlled by indigenous people, as shown in Appendix VIII, Table 4.

Under the provisions of the Land Ordinance owners (including indigenous owners) of other than native land, whether freehold or leasehold, are able to sell or otherwise dispose of their interests in the land. This permits them to obtain finance against the security of their land, e.g. under the Native Loans Fund Ordinance or the Ex-Servicemen's Credit Ordinance or from a bank. This should facilitate the extension of cash-cropping.

The Development Bank established under the provisions of the *Papua and New Guinea Development Bank Ordinance* 1965 which came into operation on 23 June 1966, took over the functions of the Native Loans Board on 1 April 1969 and the Ex-Servicemen's Credit Board on 1 January 1969 respectively.

#### *Land Development Board*

The functions of the Land Development Board, which is a non-statutory body, are to advise the Administrator on all matters connected with land settlement and sub-divisional surveys; to draw up an annual programme, with priorities for reconnaissance and sub-divisional surveys; and to determine a land-use

plan for Administration land or land in process of being acquired by the Administration. Surveys and priorities are based on Administration policy regarding the extension of certain crops, and particular emphasis is placed on making land available to the indigenous people under individual tenure.

Agricultural blocks made available for leasing to individual indigenes, in accordance with the above policy totalled 552.

The members of the Board are the Assistant Administrator (Economic Affairs) as Chairman, the Director of Lands, Surveys and Mines, the Director of District Administration, the Director of Agriculture, Stock and Fisheries, the Director of Forests, and the Economic Advisor, Department of the Administrator.

The acquisition of land from the indigenous people is not within the province of the Board, and since its discussions are at present largely of a technical nature no indigenous member has yet been appointed.

#### *Registration of Titles*

A system of registered titles and interests in land is provided for under the *Land Ordinance* 1962-1969. The *New Guinea Land Titles Restoration Ordinance* 1951-1968 enables the compilation of new registers and official records relating to land, mining and forestry, in place of those lost or destroyed during the war of 1939-1945.

Title restoration work proceeded and during the year 49 final orders and 12 provisional orders were made.

#### (b) AGRICULTURAL PRODUCTS

##### *Principal Types and Methods of Agriculture*

As well as being responsible for a large proportion of the Territory's export income, agricultural production provides the vast majority of the indigenous inhabitants with their subsistence requirements and the basic income needed for their economic advancement under the changing economic conditions in the Territory.

The main forms of agriculture practised in the Territory are:

- (i) production for subsistence, under a system of bush and grassland fallowing, of root crops as a staple, and supplementary minor crops such as maize, beans and various types of fruit and vegetables;



(ii) the production of dual-purpose crops (e.g. peanuts and rice) for both food and sale, allied with the cash sale of the surplus of subsistence crops such as banana, sweet potato, taro and yam; and

(iii) the plantation production of such perennial crops as coconuts, cacao, coffee, oil palm, tea and rubber for export.

Although in the past the production of plantation-type crops has been in the hands of non-indigenous producers, there has been a very rapid growth of indigenous participation in these industries in recent years. As a result of agricultural extension programmes indigenous cultivators now control about three-quarters of the acreage planted with coffee, and now have more than half the production potential in the commercial coconut industry. Many of the plantings are still immature, and it will be some years before they actually begin to produce. Additional details of participation by indigenous producers in these industries are shown in the statistics provided at Appendix VIII.

#### *Indigenous Cultivation Methods and Techniques*

Although indigenous farmers are developing new skills and are increasingly undertaking the specialised production of particular crops as a means of raising their living standards, subsistence production is regarded as an economic sheet-anchor which will ease any difficulties which may be encountered in particular industries during the period of transition.

There are many ways in which production efficiency might be increased, but, lest any of these should in the long term contribute to the destruction of agricultural resources, caution must be exercised in introducing changes. The Administration therefore continually surveys agricultural conditions among farmers and aims its extension programmes at an evolutionary development of indigenous agriculture based on the valuable and conservational aspects of the existing system. For example, the present basic system of bush or grass fallowing is inefficient in that it requires a major clearing effort each time a crop is planted, but is conservational in that the rapid re-growth which takes place in gardens tends to preserve the soil from physical and chemical degradation. Extension programmes aim at showing farmers that by practising a rotation on each clearing, instead of growing only one crop before permitting the land to revert to

bush or grass fallow, they can considerably reduce the labour involved in food production. It has been found that soil fertility is by no means the only factor governing traditional agricultural practice and that other difficulties such as rapid increase in pests and diseases, combine to make successive cropping with a single staple unsuitable. The lack of foods suitable for storage makes the indigenous people dependent on day-to-day harvesting of the perishable staples and subject to the effects of seasonal variations. Farmers are therefore encouraged to expand the production of such storage crops as rice and peanuts which are suited to traditional subsistence methods. The use of ground covers of quick-growing leguminous trees, which provide only a minor clearing problem, as a substitute for volunteer growth is also encouraged. It is not yet known exactly to what extent a complete resting period for soils can be deferred.

The production of staple foodstuffs is usually closely linked with the social structure and magico-religious beliefs and practices of the communities concerned. Tastes, prejudices, fear of contamination of themselves and of their agricultural land, and the fear of relying on unfamiliar crops are all difficulties in the way of any attempt to diversify and improve the efficiency of indigenous agriculture. Training programmes in new methods and in the value of new and varied foods, however, help to hasten their adoption.

A different kind of problem arises with the expansion of perennial crop planting for cash production. Perennial crops are of minor importance in the traditional subsistence economy, and, as land tenure systems tend to correspond with the land use methods for the production of the annual staples, the location of groves of perennials has little relation to land ownership. Because of inheritance difficulties, problems of communal ownership, and the tendency for holdings to become fragmented, customary systems of land tenure do not lend themselves to the development of cash cropping with perennials, particularly where formal spacing and techniques other than grove plantings are adopted. As indicated in the earlier part of this chapter, action has therefore been taken to introduce a system of land holding providing for secure individual titles. This change may take some time to effect as indigenous communities are extremely wary of any suggestion of replacing traditional tenure. Meanwhile, however, new



systems of planting can be introduced side by side with subsistence production, provided there is no widespread development of permissive occupancy planting outside the land boundaries of effective social units.

In areas where traditional activities, particularly burning for hunting in lower rainfall regions, have caused serious deterioration of soil and vegetation, agricultural extension programmes include measures for land reclamation and conservation. A major programme of this type, which includes the control of burning, encouragement to refrain from cultivating hilltop and watershed areas, and the reforestation of degraded grassland country with suitable tree seedlings, has been in progress in the Eastern Highlands District for several years. The programme has the support of the farming population, who have planted out under supervision many thousands of tree seedlings of *Araucaria*, *Casuarina*, *Eucalyptus* and *Pinus* species, and has resulted in the natural regeneration of vegetation throughout degraded and eroded areas; in some of these there are now fairly dense stands of young secondary forests. It has become obvious that *Casuarina* species are the most suitable for land improvement work over a wide range of soil types and climatic conditions in the highland areas and the planting of *Casuarina* spp. on old garden land and degraded grasslands has become an accepted practice.

#### *Status of Indigenous Agriculture*

In recent years active and expanding extension programmes have had a noticeable influence on indigenous agriculture. Since about 1956 there has been an increasing diversification of subsistence and cash cropping. Statistics provided by Appendix VIII demonstrate the increasing role of the indigenous grower in the production of the principal commercial crops of the Territory.

There continues to be a marked expansion of the area and production of individual farms, and a greater understanding of the relationship between the increased production and increased income. Previously, even when new crops were introduced or larger blocks of a particular crop were achieved by co-operative effort, the area worked by individual farmers did not increase. The increase in the size of blocks cultivated by individual farmers is particularly evident in the cacao plantations of the New Britain Districts and in the coffee plantations of the Eastern Highlands and

Western Highlands Districts while a similar expansion has been associated with the mechanised production of annual crops in the Markham Valley area of the Morobe District.

Of special significance has been the development of individual farms completely outside the tribal agricultural system in several Districts, where farmers have taken up blocks on Administration land and have been granted formal leasehold tenure.

Statistics of production of cash crops are collected by the Department of Agriculture, Stock and Fisheries annually.

#### *Evaluation and Development of Territory Agriculture*

The main objectives of the agricultural development programme for the Territory are:

- (i) to improve indigenous agricultural methods and so increase the total volume of production and the nutritional intake of the people;
- (ii) to increase the production of such commodities as rice, meat, dairy products and fresh fruit and vegetables, which are all imported in varying quantities at the present time; and
- (iii) to increase the production of certain agricultural crops for export.

During the year ended 30 June 1970 there was an increase in the production of food-stuffs with a better distribution of surplus production to adjacent areas when consumption needs warranted. There have been no significant changes in production trends of the various principal cash crops in the Territory. The proportion of principal crops produced by indigenous growers continued to increase.

The Highland crops, passionfruit and pyrethrum, are exclusively grown by indigenous producers. The passionfruit produced in areas around Mount Hagen, Chimbu and Goroka is processed at the factory established at Goroka in 1958; a new factory extension was opened in March 1970, at West Goroka. Pyrethrum flowers are processed at the factory and extraction plant established at Mount Hagen in 1965.

Rice promotion takes the form of providing growers with new and improved varieties, advanced techniques and services wherever production takes place. The main centres of activity are the Sepik and Madang Districts,



with an increased interest being shown by growers in the Markham Valley, Morobe District and the Mekeo area, Central District.

### *Agricultural Research*

The Division of Research and Surveys of the Department of Agriculture, Stock and Fisheries is responsible for all agricultural research and investigation. The specialist technical sections except those engaged in livestock research are attached to this division.

Agronomic research is decentralised, staff being based on experiment stations throughout the Territory. Most specialist staff work at central laboratories in Port Moresby but several, particularly entomologists, work at experiment stations or other centres.

The main research and administrative activities are as follows:

- (i) the promulgation and administration of legislation concerned with plant quarantine and the control of pests, diseases and noxious weeds;
- (ii) introduction and testing of new crop plants, pasture plants, and new varieties of established economic species;
- (iii) crop improvement and agronomic experiments with all crops grown in the Territory;
- (iv) production of high grade seed and planting material;
- (v) investigation of farming systems;
- (vi) research on crop processing methods;
- (vii) design and operation of model crop processing facilities and testing of new processing machinery;
- (viii) soil and land use surveys;
- (ix) research and services in plant pathology;
- (x) research and services in economic entomology;
- (xi) chemical and biochemical services and research; and
- (xii) fisheries surveys and research in fisheries biology (further details of fisheries are set out in Chapter 5 of Section 4 of this Part).

There are eight agricultural experiment stations which carry out investigations in plant improvement and also serve as demonstration centres for all phases of crop husbandry.

The main crops studies at the Lowlands Agricultural Experiment Station, Keravat, near Rabaul, are cacao, coconut, food crops,

Robusta coffee; at the Highlands Agricultural Experiment Station, Aiyura, in the Eastern Highlands—Arabica coffee, food crops and pastures; at the Agricultural Experiment Centre, Bubia, near Lae—pastures, sugar cane, food and stockfeed crops, spices and other natural products; at the Agricultural Experiment Station, Bereina—rice and pastures; at the High Altitude Experiment Station, Tambul, in the Western Highlands—pyrethrum, food crops and pastures. The other smaller stations are concerned with individual crops; they are the Rubber Centre, Bisianumu, near Port Moresby, the Experimental Tea Plantation, Garaina, and the Tea Research Station, Kuk, Mount Hagen. The new station for tea research is required because the environment and location of Garaina are unsuitable to serve the industry developing in the highlands. Development at Kuk has comprised the draining and cultivation of some 100 acres, road construction, and a start on the building of offices, laboratory, stores, nursery, and staff housing.

### *Plant Pathology and Microbiology*

The Headquarters of the Plant Pathology section is at Port Moresby where three pathologists are working on diseased material from all parts of the Territory. Another pathologist is stationed at the second laboratory at Keravat in New Britain.

During the year the Port Moresby laboratory received 562 accessions from the general public, agricultural officers and from collections. Isolation and identification of organisms from the various accessions were carried out at Port Moresby and portions of some of the collections were sent to the Commonwealth Mycological Institute, Kew, England, and to the Royal Botanic Gardens, Kew, for lodging and confirmation of identification. Specimens, slides, cultures and photographs were sent to other specialists overseas.

Studies continued on the cacao dieback problem, the main concentration being on histological aspects.

Readings on cacao dieback continued to be taken on the trials in the Gazelle Peninsula, and rainfall records continued as well, as part of the study to determine whether any relation in dieback incidence occurs with fluctuations in rainfall.

Indicator plots were continued at the Lowlands Agricultural Research Station at Keravat, in order to determine the incidence of infections at various sites at the locality, in comparison with those being recorded in the trial



in the east Gazelle area. Readings on all the blocks are being taken fortnightly.

Two indicator blocks were also continued at different sites in the Popondetta District of Papua, in order to determine the incidence of the disease throughout the year, and to detect correlations with rainfall if such occur.

Trials of compounds with possible systemic action against dieback in cacao were continued on both young and old trees in the field, at ranges of concentration to suit the separate chemicals. Some of the experiments included seeds soaked in some of the compounds. Most experiments were preceded by preliminary tests to determine phytotoxicity levels.

During the year patrols continued throughout the areas where coffee had been eradicated in connection with the attempt to eliminate coffee rust, caused by *Hemileia vastatrix*, the outbreak of which occurred in 1965. During the patrols any volunteer coffee seedlings or coffee re-growths which were located were destroyed. None, however, was found with rust.

A slight extension of the area in which blister smut of maize, caused by *Ustilago maydis*, occurs was noted. The measures recommended for the control of the disease have kept incidents at any site fairly low.

Investigations were undertaken into growth abnormalities of cacao of both the interior of stems and on the outside of the bark and on the effect of lightning strike on cacao, coconut and *Leucaena*, as well as on the diseases of other plants.

The service conducted by the Department of Agriculture, Stock and Fisheries consisting of the supply of cultures of *Rhizobium* free of charge to all growers continued. The main requirements were again for cultures of *Rhizobium* for *Leucaena leucocephala*, *Centrosema pubescens* and *Pueraria phaseoloides* but strains for other tropical legumes were also supplied. Inoculum trials of various legumes with uninoculated controls were again sown in selected parts of the Territory in order to determine the effectiveness of *Rhizobium* strains in the field.

#### *Agricultural Chemistry*

Following the general reorganisation of the Department, the Chemistry Branch was reorganised with two sections; Plant Nutrition and Agricultural Chemistry.

The Plant Nutrition Section is responsible for all analyses of foliar material and soils pertaining to nutritional studies and field trials and provides a soil analytical service for land utilisation and settlement investigations carried out by other Branches.

The section is also conducting an extensive plant nutrition survey which has encompassed the districts of New Ireland, Madang, Eastern Highlands, Western Highlands and the coastal plantations of Milne Bay and Central Districts. The next phase of the programme will include plantations in the Bougainville district and in particular village plantings in the Buin area where serious nutritional disorders are reported to be causing concern.

The Agricultural Chemistry Section is responsible for general analytical services and investigations covering a wide range of materials including foods, fodders, pastures, spices, essential oils, insecticides, fertilizers, waters and agricultural produce.

The Agricultural Chemistry Section provides general chemical services for agricultural field staff and also fulfils the functional needs of the Administration in connection with government analytical services.

Investigations aimed at improving the quality of agricultural produce were continued with particular emphasis on cacao, copra, rice, sweet potato and yams, while a programme to promote the introduction of new crops such as pepper, mint, cardamom, nutmeg, cinnamon, bixa, capsicum, patchouli, vanilla and vetiver was re-instituted.

The Plant Nutrition Section now operates from the headquarters laboratory at Port Moresby and the Keravat laboratory which had been closed during the previous year due to a temporary staff shortage. The Agricultural Chemistry Section operates from a laboratory in Port Moresby and another at Lae.

#### *Economic Entomology*

The Entomology Section is staffed by 7 technical officers stationed at Keravat and Bubia, near Lae, in the Trust Territory, Popondetta in Papua and at the headquarters of the Department of Agriculture, Stock and Fisheries at Port Moresby. At Keravat and Popondetta, field trials are conducted for the control of the more important insect pests of cacao and coconuts. Rice and sugar-cane pests are being studied at Bubia. A general insect register and an insect pest register are maintained at Port Moresby and a reference collection is



being built up. Materials for taxonomic study and identification are forwarded to more than 40 overseas specialists.

A complete checklist of the Territory's insect pests is being prepared for publication. Part of this work was carried out in 1964 in European and American museums.

The coconut, which is the most widely cultivated commercial crop in the Territory, has several major pests. Dynastid beetles are probably the most serious primary pests of this crop. The Asiatic rhinoceros beetle, *Oryctes rhinoceros* L., which is believed to have been accidentally introduced to the Bismarck Archipelago during the last war has not yet invaded the mainland of New Guinea and Bougainville. Indigenous rhinoceros beetles, principally subspecies of *Scapanes australis* Boisd., occur in coconut growing areas throughout the Territory and cause serious damage in some localities.

Studies on the life history and ecology of rhinoceros beetles on New Britain have been continued by an entomologist of the South Pacific Commission working in co-operation with the Department of Agriculture, Stock and Fisheries at Keravat.

Chemical control against both introduced and indigenous dynastids is carried out by individual treatment of the palms with insecticides, mainly BHC dust.

Distribution of the assassin bug, *Platyeris laevicollis*, from Keravat, has been suspended pending evaluation of its establishment or otherwise in release areas.

The palm weevil *Rhynchophorus bilineatus* (Montr.) attacks palms which were damaged primarily by dynastids or wounded in various other ways. A 2 per cent solution of dieldrin in creosote sprayed on entrance holes and wounds gives good control. Studies are being made of the importance of other weevil species, including *Rhabdoscelus obscurus* (Boisd.) and *Sparganobasis subcruciatus* Mshl., which are sometimes found associated with unthrifty or dying palms.

Of the two major hispid pests of coconut, *Brontispa longissima* Gestro causes damage to young palms in many districts throughout the Territory. Control is achieved with a 0.15 per cent dieldrin spray repeated every 6 weeks. The coconut leaf-mining beetle, *Promecotheca papuana* Csiki, although recorded elsewhere in the Territory, causes severe damage only in some parts of New Britain.

'Sexava' grasshoppers (Tettigoniidae) can defoliate palms of all ages. They are most serious in the Admiralty and the Bismarck Islands, but also cause damage in some mainland areas. Eggs parasitised by *Leefmansia bicolor* Waterst. or other small hymenoptera are introduced to localities suffering severe outbreaks, as insecticidal control is not usually feasible.

*Pantorhytes plutus* Oberth on New Britain is the most important pest of cacao in the Trust Territory. A detailed study of its life history, behaviour and control is in progress at Keravat.

Pod-sucking insects cause substantial losses, despite being easily controllable by spraying with lindane or dieldrin, or dusting with lindane. The mirid *Pseudodoniella typica* (Ch. & Carv.) is serious in the New Britain District while *Ambypelta cocophaga* China (Coreidae) causes damage on Bougainville.

Populations of defoliating caterpillars, principally the noctuid *Achaea janata* L. and the geometrids *Ectropis* spp., were generally low on cacao during 1969-70.

Studies on the life history and control of the bark-feeding xyloryctid *Panseptia teleturga* Meyr. were continued at Keravat. Caterpillars of this species have severely damaged cacao in parts of the Gazelle Peninsula since the early 1960s.

*Coffea canephora* has still no major pests. *Meroleptus cinctor* Mshl., the coffee girdler weevil of the Eastern Highlands, for some years a major pest of *Coffea arabica*, is now well under control.

In the Morobe, Eastern and Western Highlands, *Coffea arabica* under leucaena or *Crotalaria sempervirens* shade has sometimes suffered heavy damage from armyworm caterpillars of the noctuid *Tiracola plagiata* (Walk.) and/or loopers (*Ectropis* sp.). No significant damage has been observed where other shade species have been used. Biological and cultural control measures are being investigated.

Insect surveys are undertaken periodically in tea growing areas of the Western Highlands and oil palm development areas near Cape Hoskins, New Britain. No serious pest problems have yet arisen on either crop, although the scarlet mite, *Brevipalpus californicus* Banks, has caused some concern on the former. The relationship between spear rot of oil palm and attack by stratiomyid flies (*Hermetia* sp.) is being investigated.



The campaign for the eradication of the introduced giant termite *Mastotermes darwiniensis* Frogg. in the Lae area, has continued. No infestations were detected during the year, despite periodic inspections.

#### *Land Utilisation Section*

The reorganisation of the Department involved the reorganisation of the soil survey section into the land utilisation section with subdivisions of land use, soil physics, and soil pedology. A soils physicist and senior draftsman were recruited and additional staff have since been appointed.

The broad reconnaissance surveys of the Commonwealth Scientific and Industrial Research Organisation were continued with the study of the remaining section of the south-east Papuan coast from Kapagere to Milne Bay. These findings will be correlated with the Port Moresby-Kairuku, Buna-Kokoda, Safia-Porgani and Wanigela-Cape Vogel surveys. In addition a pedomorphological study was made in New Britain to obtain data from ash and lava deposits concerning rates of soil formation, weathering and denudation.

The systematic survey of the New Britain north coast continued with the survey of 35,000 hectares between the Ala and Kapiura rivers. The gently undulating areas consist of well drained, friable, multiple horizoned soils derived from volcanic ash and soft gravel. The alluvial areas comprise medium to light textured ash derived soils but drainage generally deteriorates towards the coastline.

Further investigations are being carried out in the Hoskins peninsula area to evaluate techniques of classifying land use potential in areas having quite a marked micro-relief.

The main survey of the middle Ramu area continued into the wet season of February 1970 and was completed at the end of March. Soils maps, land use maps and several contour maps have been prepared for some 110,000 hectares. The base saturated alluvial soils overall have a low potential due to regular flooding and poor drainage. Data indicates that piecemeal drainage would not be effective other than on some peripheral areas and that a comprehensive drainage scheme would not be economic.

The survey party then carried out two other reconnaissance surveys one in the Aiome area and the other in the Sogeram valley. The areas covered in these two surveys were 130 square miles and 190 square miles respectively.

The research work on reclaimed deep peat soils in the Western Highlands at Olgaboli was continued with agronomic trials covering tea, coffee and truck crops. Drainage designs were implemented on several areas adjacent to the main Wahgi swamps. Assistance was provided for smallholders who wished to rationalise tenure.

A beginning was made of a land use study of the Bena-Asaro valley areas of the Eastern Highlands District to determine optimum land usage and possible population pressure areas. Field work has been completed and the maps and reports are now being compiled.

In June of this year the Ramu valley team moved into the Markham valley to commence this survey. No results from this exercise will be available for this report.

A further soils physicist was engaged to undertake mineralogical studies in conjunction with surface chemistry.

#### *Agronomy*

*Coconuts.* The aims of the coconut improvement programme have been reviewed fully in previous reports. The main investigations under way are fertilizer and strain testing trials.

Trials in New Ireland continue to show good response to potassium and evidence of response to sulphur. Use of fertilizer by private producers has greatly expanded.

Trials with young seedlings in the Gazelle Peninsula, New Britain, and in Papua have shown good responses to nitrogen and sulphur. New trials with young palms in the Markham Valley in the Morobe District have given similar results. New trials have begun in the Madang District, to study sulphur, manganese and iron requirements. The variety trial comprising a range of Territory cultivars with strains from the New Hebrides, British Solomon Islands Protectorate, Ceylon and Singapore, has made good progress and the first palms have flowered. Results have already indicated differences between varieties in their susceptibility to attack by the leaf-eating beetle *Brontispa* sp. Dynastid beetles and other insects have caused some palm losses but not of serious magnitude.

A trial at Keravat showed great improvement of growth of young seedlings, which were cleanweeded and fertilized and further trials have been laid down to study methods of improving early growth in the field.



*Cacao.* Research continued to concentrate on studies of resistance to dieback and methods of protecting young seedlings from infection. Trials comparing dieback resistance of clones and progenies produced clear evidence of differences between clones but results with progenies were less clearcut.

Results of cultural trials have led to revised recommendations on spacing and shading, and work continues on fertilizer trials which indicate good returns from nitrogenous fertilizers under some conditions.

Research is in progress at Keravat on processing techniques for production of 'flavour' cocoa.

*Coffee.* The work with *Coffea arabica* is centred on the Highlands Agricultural Experiment Station, Aiyura.

Trials cover varietal testing and progeny testing within varieties, as well as such cultural factors as fertilizing, pruning, spacing, shading and use of herbicides. Good responses have been obtained from fertilizing, especially with potassium, and private growers are using fertilizer extensively, with excellent results. Evidence has been obtained of minor element deficiencies (zinc and boron) but foliar application of zinc sulphate reduced yields. Trials continue with the aim of elucidating the complex nutritional situation. Herbicide trials have shown chemical weed control to be efficient and economical and herbicide usage is rapidly increasing.

At Keravat, trials with *Coffea canephora* include progeny testing and studies of spacing and pruning techniques.

*Rice.* Varieties from the International Rice Research Institute, Manila, again gave excellent yields under favourable conditions, but in several locations the growing season proved too short. The good performance of International Rice Research Institute varieties has stimulated more extensive rice planting in several localities.

A pure line seed production scheme provides seed for distribution throughout the Territory.

*Pastures.* The introduction of suitable pasture species and the establishment of collections and testing experiments continued in the dry belt of the Markham Valley, at the Highlands Agricultural Experiment Station, Aiyura, at the High Altitude Experiment Station, Tambul, at other sites in the Highlands, and at the Epo Agricultural Station, Bereina, Papua.

Highly productive species can now be recommended for most environments but continued study aims at finding improved grass-legume combinations. Studies of pasture management techniques are in progress.

*Tobacco.* Small-scale commercial tobacco leaf production continued in the highlands and pure seed of suitable varieties is being maintained at Aiyura.

Trials of flue-cured tobacco production in the Eastern Highlands District, and the Central and Northern Districts of Papua have shown the Eastern Highlands to be most suitable area for production. Commercial production has begun.

*Pyrethrum.* The initial station development work at Tambul has been completed and the research programme is progressing. Fertility problems appear to be widespread and a series of fertiliser observation/demonstration plots is being established throughout the main producing areas. A programme of selection and testing should produce superior planting material within three years.

*Tea.* Garaina plantation was given over to seed production because of the heavy demand for seed and small seed gardens have also been planted at Aiyura and Mount Hagen.

An agronomist was posted to Mount Hagen, to work on tea, and a programme of selection and vegetative propagation has started. A satisfactory rooting medium and nursery methods have been found. A block of 700 acres near Mount Hagen is being developed as a tea research station.

*Food Crops.* Traditional methods are generally adequate to provide carbohydrate requirements of village people and research has therefore concentrated on situations demanding more intensive farming. Protein requirements may be most readily supplied by use of livestock and attention has been given to production of pig and poultry feeds as well as human food. Fertiliser and cultural trials are in progress with sweet potato, potato, soybeans, maize, sorghum and peanuts.

*Oil Palm.* Pilot plots established at various sites in Papua and New Guinea for observation on performance in different environments are now beginning to bear. An agronomist stationed at Cape Hoskins in New Britain, is conducting cultural and nutritional trials in association with the developing industry and is assisting in the establishment of an oil palm



breeding station which will ultimately meet the Territory's requirements of high quality seed.

*Rubber.* The Rubber Centre, Bisianumu, Papua, provided budwood of introduced high yielding clones, and produced clonal seed from a 40-acre polyclonal seed garden. Smaller seed gardens have been planted in the Sepik, Northern and New Ireland Districts. At Bisianumu, tapping frequency trials, and tapping trials to compare yields of introduced clones, continued.

*Natural Products.* Observations continued on a variety of crops such as vanilla, pepper, cardamon, nutmeg, cinnamon, mints, damascene rose, and cinchona. The aim is to diversify production, and to find suitable cash crops for people in the less accessible areas of the Territory.

*Sugar Cane.* Agronomic studies of sugar cane varieties are in progress in the Markham Valley and are providing back-ground information for an assessment of whether a local industry would be economic. Results to date indicate that satisfactory yields are obtainable but there are serious insect pest problems. A more extensive area is to be planted, to study performance under field conditions.

#### *Plant Introduction*

The Plant Introduction Section is now responsible for the introduction of plants from overseas as required for Departmental projects and for post-entry quarantine of introduced plants, including plants introduced under permit by other Administration Departments and private persons and organisations. Quarantinable introductions are grown under observation at the Plant Introduction and Quarantine Station, Laloki (near Port Moresby) and are not released until inspected and passed by a Plant Pathologist.

Departmental introductions included varieties of kenaf from Japan and U.S.A., rice varieties from the British Solomon Islands Protectorate; dwarf coconuts from Jamaica, and rubber seed from Malaysia. Material imported by others and grown at Laloki included forest tree seeds and plants for the Botanical Gardens, Lae, on behalf of the Department of Forests.

#### *Quarantine Inspection Service*

Because of increased requirements for quarantine inspection services resulting from growing sea and air traffic to Papua and New

Guinea, plant quarantine inspection services were detached from the former Plant Introduction and Quarantine Section and a separate Quarantine Inspection Section was formed. The Section now carries out both plant and animal quarantine inspection work. Headquarters is in Port Moresby and ten full-time Quarantine Officers are stationed at ports of entry in Papua and New Guinea.

#### *Agricultural Extension*

To achieve the aims of agricultural extension work, which have been stated in detail in earlier reports, the Division of Extension and Marketing draws up extension programmes based on the particular needs, opportunities and problems of each district. Due regard is paid to the principle that, to be effective, changes must be introduced gradually and must be accepted voluntarily by the people. The programmes, which are constantly reviewed and adjusted to meet changing circumstances, are concerned not only with increasing and diversifying production, but with preserving resources by sound conservational methods. The present levels of social and educational advancement of the indigenous farming community make it difficult to interest them in land use procedures as rational systems, or to create an awareness of a Territory-wide need for the conservation of agricultural resources. For some years, therefore, the Administration must continue to accept complete responsibility for this aspect of development, but meanwhile consultation with the people is bringing about some understanding of the importance of conservational methods and their local application.

The extension activities of the Division may be broadly grouped under the headings of contact, demonstration and training, and take the following forms:

(i) contact with the farming community is made and maintained in various ways—through field days, agricultural patrolling and village visiting, the development of agricultural extension centres and rural organisations of various kinds, the provision of marketing facilities and assistance in the provision of implements and machinery, or through the activities of trained intermediaries: land development schemes aimed at providing improved opportunities for progressive farmers make possible a special type of contact: such extension aids as films, film strips, photographic and poster displays,



pamphlets and recorded talks are primarily a means of support for contact procedures, although they also have an important function in training programmes;

(ii) demonstration work involves both field activity in the form of demonstrations on the farmer's own land or crops, and the provision of demonstrations on agricultural extension stations;

(iii) training activities, controlled by the Education and Training Branch within the Division of Development and Marketing, take place at three levels;

(a) higher training aimed at producing a local supply of professional and semi-professional agriculturists for the future;

(b) training of indigenous intermediaries to assist in agricultural extension programmes; and,

(c) training of farmers themselves to increase the numbers of expert farmers in rural communities.

Specialised sections dealing with agricultural training, crop processing and marketing, and mechanisational services for cultivation and processing equipment, have been set up within the Division. The establishment of the Education and Training Branch which includes teaching staff for existing and proposed higher level training institutions and for the supervision of in-service and field training curricula has given new impetus to this important work of agricultural training. The Marketing Section which includes a produce inspection service provides assistance and arranges sales at best possible prices for native organisations such as rural progress societies. In addition, it arranges outlets for the disposal of all crops purchased by the Administration from local indigenous farmers. Project managers supervise major processing and marketing projects for indigenous farmers in field areas. A close relationship between the extension and marketing functions is considered to be especially important at the present stage of farming development.

Intensive agricultural extension work is continuing, the main policy objectives being as follows:

(1) Raise farm incomes and increase rural living standards.

(2) Increase indigenous participation and accelerate the movement of indigenes from subsistence to commercial production.

(3) Provide avenues of self-employment and expanded wage and employment in commercial production.

(4) Expanded local food production for subsistence and sale, to reduce the demand for imports, improve the native diet, and keep food prices at a reasonable level.

(5) Encourage adoption of sound agricultural practices, both to improve productivity and to ensure the best use of agricultural resources.

(6) Increase production and exports in order to improve the Territory's balance of payments and to the greatest extent possible advance the movement towards a more diversified and viable economy.

*Agricultural Training.* Approved training courses are as follows:

(a) A full agricultural diploma course with Form IV entry standard. This course is offered at Vudal Agricultural College near Keravat, East New Britain District. The college commenced in 1965 and the first diplomates graduated in December 1967. To date a total of 47 students have graduated from the College with a Vudal Diploma of Tropical Agriculture. At present there are 68 students in the first year, 42 in second year, and 24 in third year. Of this total of 134 students, 120 came from Papua-New Guinea, and 14 from other South Pacific countries.

(b) A two-year sub-diploma certificate course including both theoretical and practical instruction in agriculture, botany, plant pests and diseases, agricultural economics, farming, mathematics and English expression. This course is conducted at the Popondetta Agricultural Training Institute where there are now 121 students—63 in first year and 58 in second year.

(c) Farmer training courses of variable duration according to local needs, at various agricultural extension stations and centres. Full farmer training facilities are now available in all Districts except the new West Sepik District.

*Agricultural Extension Centres.* There are 83 of these small establishments which serve as local bases at the sub-district or area level for such field extension activities as patrolling, field training and the distribution of seed and planting material. It is the policy to expand the services available to indigenous farmers by developing additional extension centres.



*Development of Major Programmes of Rural Organisation and Marketing.* To cater for the considerable expansion of commercial production by indigenous farmers throughout the Territory, a series of major marketing projects has been organised on an area basis in various districts. These area marketing projects are under the control of a marketing section within the Division of Development and Marketing. The projects are integrated with the work of rural organisations, such as rural progress societies, co-operative societies, and local government councils, and allow the development of individual enterprise within their framework. The following projects have been established:

(i) *Finschhafen Project.* This project is based on the operations of the Finschhafen Marketing and Development Society Ltd, which has continued to consolidate its activities in the produce and marketing fields. The Society, whose membership is drawn from all sections of the Finschhafen Sub-district, is organised on co-operative lines and supplies marketing services throughout the sub-district, including sea transport for coffee and copra; it also operates a wholesale and retail distributing service for consumer goods through branch stores. The Society, which formerly sold all coffee to the Administration in parchment form, has progressed to the stage where it now sells milled green bean direct to coffee agents, with Administration extension officers acting purely in an advisory capacity in milling and sale arrangement. Agricultural extension activities at field level are integrated with the work of the society to improve coffee pulping and copra curing techniques. A produce committee is established by Society rule, and by including agricultural extension and co-operative officers in its membership, provides managerial control over all produce marketing.

(ii) *Inland Sepik Project.* This project has been reorganised and the five individual societies of the original project have now been amalgamated into an association of societies. The association will initially handle the purchase of robusta coffee in parchment form from the growers. The coffee will be milled under contract until the Association's own mill is established and sold as green bean direct to coffee agents in the name of the association. The Administration continued to purchase from the association all paddy rice purchased by the association

for processing at Bainyik where a central rice mill is located. The rapid increase in production of paddy rice, from about 1,000 tons in 1968-69 to an estimated 2,000 tons in the 1970-71 season has led to a complete reorganisation of the rice processing mill at Bainyik. Four new bulk grain silos and one new bulk grain store together with a grain drying unit and an additional processing mill have been purchased and installed.

(iii) *Tolai Cocoa Project.* The background to this project has been described in earlier reports. It involves the operation by local government councils in the Gazelle Peninsula area of New Britain of central fermentaries for the processing and marketing of the crop from the very large cacao plantings in the area. The seventeen fermentaries processed 3,067 tons of wet beans to produce 1,180 tons of finished cocoa in 1969-70.

(iv) *Asaro-Bena Project.* Since the inception of this project in 1960-61 continuous assistance has been given to coffee, peanuts, passion fruit and tobacco producers. A programme to improve the quality of coffee has been pursued, village communal pulperies being the latest development. The small tobacco crop has provided excellent opportunities for research in smallholder cultural and curing techniques. During the year peanut and passion fruit production was encouraged, but in the case of peanuts there was limited response from growers despite attractive prices.

(v) *Chimbu Project.* This is an extension of the Asaro-Bena activities. Harvests of tobacco have been marketed while a number of village coffee pulperies have been promoted. Considerable interest has been shown in pyrethrum in the Chimbu area, and a significant planting programme has been undertaken by members of the project.

(vi) *Atzera Peanut Project.* This project embraces an area devoted mainly to the growing of White Spanish peanuts in the upper Markham Valley. Guidance in the growing of peanuts is given by agricultural officers in the area who also assist growers in making sales direct to local and overseas buyers. Several tractors, and other machinery such as ploughs and harrows, are available and are used in the preparation of land in the project area. Plantings are increasing and potential production in the areas under development is at present estimated at more than 500 tons of kernels a



year. The collection and sale of *Centrosema pubescens* seed has been encouraged and a reasonable market for this crop has been established, 16 tons being sold during the year.

Attention continued to be given to other aspects of rural organisation and marketing, reported on in previous annual reports. In future years many of these activities will probably be included in area projects of the type mentioned above. Brief reference is made to the following:

(i) *Rural Progress Societies*. These continue to play an important part in the economic advancement of the people in that they provide organised groupings into financial societies which can cater for the purchase and disposal of cash crops grown in the area.

(ii) *Co-operative Societies*. The main activity of these societies in relation to primary production is copra marketing. More recently societies have been formed to engage in coffee and cocoa processing and marketing. Continued assistance has been provided in the form of training and advice in all areas of the Territory where they operate.

(iii) *Local Government Organisations*. The Division of Development and Marketing continued to maintain close liaison with local government councils on matters affecting rural economic development. Valuable assistance was again given by councils in organising field days for demonstrations of production techniques for peanuts and coffee.

(iv) *Direct Purchase of Cash Crops*. In areas where marketing facilities are either non-existent or ineffective, direct assistance was given to indigenous producers through the purchase of their crops by extension offices. During 1969-1970 crops to the value of \$490,000 were purchased in this way, including cacao, coffee, rice, pyrethrum, tea, tobacco, chillies and vegetables. This service provided a particular stimulus to producers in isolated and underdeveloped areas.

*Smallholder Settlement Projects*. The aim of these projects, a series of which is being established in suitable localities, is to give advanced farmers an opportunity to develop individual holdings under secure conditions of tenure, and at the same time demonstrate to other farmers in tribal areas the advantages of individual tenure.

Smallholder settlement projects at present in operation include central government Administration projects, under which Administration land is subdivided and leased to indigenous agriculturalists, and land tenure conversion projects, under which tenure of native owned land which has been subdivided and allocated by the group, is converted under the Land Tenure Conversion Ordinance to individual registered titles in fee simple. A third type, local government projects, under which Administration land was leased to a local government control, sub-divided and sub-leased to members of the council, has been discontinued.

Settlers continued to make good progress with the development of their blocks under the guidance of full-time agricultural extension staff.

*Operation of Mechanisation Services*. Services to rural producers in regard to both cultivation and processing equipment were maintained by mechanical equipment inspectors located at Madang (Madang District), Lae (Morobe District)—from which point two inspectors serve the Morobe and East and West Highlands Districts—and Rabaul (East New Britain District). Regional services are provided from Rabaul for the islands lying to the north of New Guinea and Port Moresby for the Papuan Region. A mechanic and workshop staff are stationed at Bainyik Agricultural Station in the East Sepik District and at Bereina in the Central District. The Department operates rice processing mills at Bainyik and Bereina. During the 1969-70 year these two mills processed 600 tons of paddy rice. Indigenous apprentices have been assigned to each inspector and are being trained to repair and maintain processing and cultivation equipment. Several short courses in tractor operation were given for mechanics, apprentices and machinery operators during the year.

*Produce Inspection Service*. Copra and cacao for export is inspected at Lae, Madang, Lorengau, Kavieng, Rabaul, Port Moresby, Samarai, and inspections are also made in the Bougainville District as necessary.

*Central Processing Facilities*. The operation of the processing facilities mentioned in previous annual reports was continued; these included a coffee-hulling centre at Lae, a rice-milling centre at Bainyik and Bereina. Tobacco drying and grading facilities have been established at Goroka.



To cater for the new pyrethrum industry, baling centres are in operation at Mount Hagen, Wabag, Wapenamanda, Laiagam, Goroka, Kerowagi, Kundiawa, Gembogl, Lufa, Chuave, Henganofi, Tambul, Kandep, Mendi, Nipa, Magarima and Ialibu.

### *Indigenous Participation in Agricultural Administration*

Consultation is maintained through such organisations as co-operative and rural progress societies and local government councils, and with political representatives. Indigenous participation in the administration of the agricultural programmes is being increased through the increasing employment of New Guineans as research and extension assistants in the Department of Agriculture, Stock and Fisheries, while one of the main aims of the higher level training referred to above is to produce qualified indigenous officers who can be recruited to more senior positions in the Department of Agriculture, Stock and Fisheries.

### *Adequacy of Food Supplies for the Indigenous People*

No part of the Territory is subject to famine. The most important aspect of nutritional improvement is to increase the supply of protein in communities where the diet is deficient in it. The Department of Agriculture, Stock and Fisheries, assisted by the Division of District Administration, maintains an active programme designed to raise the level and improve the quality of food production in indigenous agriculture.

Special food production problems and the corrective action being taken have been described above in the section *Indigenous Cultivation Methods and Techniques*.

### *Control of Indigenous Production*

Indigenous farmers are not subject to any kind of discriminatory compulsion or restriction in regard to crop production. The Administrator has power under the Native Administration Regulations to compel the planting and cultivation of crops in an area declared to be liable to famine or scarcity, but in practice recourse to compulsion is not necessary. In the case of rural industries where overall provisions or regulations aimed at the control of plant and animal disease exist, indigenous inhabitants are required to observe the same measures as other producers, e.g.,

the registration of cacao trees, animal disease control measures (particularly in relation to pigs), and internal quarantine measures restricting the distribution of seed and planting material. There are no measures of the latter type applicable especially to indigenous producers.

Although no special measures of compulsion exist, indigenous farmers are influenced, as far as possible, not to engage in industries which are unsuited, for environmental or other reasons, to the areas which they occupy. The specific district agricultural development programmes for indigenous farmers, referred to above, are aimed at minimising unsatisfactory developments of this nature.

### *Rural Economic Research*

The Rural Economics and Commodity Research Branch of the Department of Agriculture, Stock and Fisheries now has nine agricultural economists. During the year regional agricultural economists were stationed at Goroka and Rabaul.

The Branch is concerned with:

- (i) national, regional, and project development planning in rural industries;
- (ii) feasibility studies and investment analyses;
- (iii) Farm management studies for indigenous smallholder properties to large plantation complexes;
- (iv) marketing studies including planning for the establishment and improvement of local marketing organisations and facilities and the assessment of world and Territory markets for existing and potential crops;
- (v) collection and analysis of rural production data and the estimation of likely supply and demand;
- (vi) *ad hoc* studies involving examination of rural credit, rural production processing and transportation, and agricultural prices; and
- (vii) provision of farm management training services.

Specific economic studies have been undertaken on various aspects of the pig, peanut, pyrethrum, tobacco, rubber, tea, coconut, cattle and cocoa industries. An assessment is now available of the comparative returns to smallholder labour for all major crops. An evaluation of the success of several land settlement schemes has been made. Special attention has been given to the problems of



the provision of locally-produced fresh food-stuffs and in particular to the economics of rice and sweet potato production and to the production and distribution of fresh fruit and vegetables in the Port Moresby area.

#### (c) WATER RESOURCES

The rainfall of the Territory is described under Climate in Chapter 1 of Part 1 of this Report. Because of the generally heavy and well-distributed rainfall there have been no major water conservation or irrigation projects. Irrigation is practised on a small scale in a number of farming and agricultural ventures.

Small hydro-electric plants are operated at Mount Hagen, Goroka, Bulolo and Wau. The plant at Goroka supplies power for a passion-fruit pulping factory and also for small-scale coffee processing, as well as providing domestic and commercial power and lighting. The plants at Bulolo and Wau provide electric power for use in milling of timber and the manufacture of plywood. Hydro-electric power is also used on a small scale by a number of missions and landholders. Investigations continued into the feasibility of a large-scale hydro-electric project at a site near Kainantu on the upper Ramu River.

## CHAPTER 4 LIVESTOCK

### *Administrative Organisation*

The Division of Animal Industry of the Department of Agriculture, Stock and Fisheries is responsible for carrying out those activities of the Administration which directly affect the animal industry. The Division provides the following services:

- (i) quarantine;
- (ii) clinical and advisory veterinary services for private stock owners;
- (iii) planning and conducting programmes for the control and eradication of diseases and pests;
- (iv) animal production research;
- (v) animal husbandry advisory services;
- (vi) operation of abattoirs; and
- (vii) operation of livestock stations.

Stations have been established for breeding livestock for distribution, demonstrating proven methods of station management and animal husbandry, and for experimental work in pasture improvement and animal production and performance.

The following 11 centres and stations in the Trust Territory were in operation throughout the year under review:

Tropical Pig Breeding and Research Centre (formerly Animal Industry Centre), Goroka; Animal Industry Centre, Kurakakaul, Rabaul; Animal Industry Centre, Lae (a quarantine and introduction centre, regional store and base for Division activities in the Region and District); Animal Industry Centre, Madang (a quarantine centre); Eastern Highlands Livestock Station, Bena Bena; New Guinea Lowlands Livestock Station, Erap, Morobe District; Sepik Plains Livestock Station, Urimo; Western Highlands Livestock Station, Baiyer River; Central Abattoir, Lae; Goroka Abattoir, Kamaliki, Goroka; Mount Hagen Abattoir, Korn Farm, Mount Hagen. Construction of the Madang and Wewak Abattoirs was commenced. In addition high grade Brahman and Brahman cross cattle are sold from the Papuan Lowlands Livestock Station, Moitaka, and the Papuan Highlands Livestock Station, Bisianumu, to cattle owners in the Trust Territory.

The work of these centres and stations is supported by a laboratory at Port Moresby which is equipped to handle all aspects of bacteriology, parasitology, and pathology for both the Trust Territory and the Territory of Papua.

### *Principal Types of Stock*

The principal types of livestock are pigs and poultry owned mainly by the indigenous inhabitants, and cattle. Donkeys, goats, sheep and horses are also kept.

*Pigs.* In most areas the pig population is quite large, particularly in the highlands. The pig is not a native of the Territory, but probably accompanied early population movements from Asia and the islands to the north; however, it seems more closely related to the European type of pig, *Sus scrofa* than to the types of pigs found in Malaysia or other South-East Asian countries. It has been named a separate species, *Sus papuenis*.

Two types of pig husbandry are practised—open range grazing, in which breeding and management in general are but loosely controlled, and semi-intensive, in which pigs sometimes share the same dwellings as their owners. As the pig is regarded primarily as an indication of wealth and is used mainly for ceremonial purposes, pigmeat contributes little to the diet of the people.



Efforts to improve the quality of local pigs include the breeding of pigs at the Tropical Pig Breeding and Research Centre at Goroka and at Kurakakaul, Rabaul, and at the New Guinea Lowlands Livestock Station, Erap, for distribution to villagers. During the year 800 pigs were distributed from these piggeries, most of them being sold to the indigenous people at an average price of \$25 each. Centres have been established at several places in the Highlands Districts where villagers may bring their sows to be mated with pure-bred boars at a nominal charge.

A special pig crossbreeding project has commenced at all piggeries, and stock from the breeding programme is checked in the village environment. Native pigs have been obtained from several areas, and are used in the crossbreeding with imported pigs to determine the type most suited to village husbandry.

A specialist pig production officer is stationed at Goroka in the Eastern Highlands District. This officer is engaged in research work, aimed at improving village pig husbandry. Twenty-one pigs were imported during the year July 1969-June 1970.

*Cattle.* Cattle were imported into New Guinea from the last decade of the nineteenth century until the 1939-45 War, to work on plantations and to provide fresh meat for plantation personnel. The gradual establishment of the commercial pastoral industry in more recent years has reduced the importance of this subsidiary form of cattle raising.

The quality of cattle in the Trust Territory is in the main good. The number of cattle, although low, is increasing at the rate of about 20 per cent per annum and now totals some 62,500 head. Locally-killed beef provides only part of the Territory's beef requirements, and there is also scope for the expansion of production of milk and dairy products.

The importation of cattle from Australia is encouraged by granting subsidies to reduce the cost of transporting animals of above average quality to the Territory. During the year July 1969-June 1970, 772 cattle were imported. Of these 603 cattle were imported for private graziers and were mainly Brahman crossbred animals. All were imported under the cattle freight subsidy scheme. The Administration imported 6 Droughtmaster bulls and 163 Brahman cross heifers for the New Guinea Lowlands Livestock Station, Erap.

An increasing number of Territory bred female stock are now being sold by private pastoral companies to indigenous farmers, either at auction or through private sales arranged by field officers of the Department. Some 600 head of cattle were sold in this way during the year.

The centres and stations take part in the animal breeding and production projects operated by the Division of Animal Industry. These projects are:

(i) *Dairy cattle project.* This is carried out primarily at the Animal Industry Centre, Kurakakaul, Rabaul with Jersey, Jersey-Sindhi and Jersey-Sahiwal crossbred cattle. Selection is based on production per lactation in first calf heifers.

(ii) *Beef cattle project.* This project is in two sections relative to the breed of tropically adapted cattle that is used as the base of the cross-breeding.

(a) *Brahman crossbreeding project.* The Brahman stud is situated at the Papuan Highland Livestock Station, Bisianumu, and is being supplemented by a grading up project on Papuan Lowlands Livestock Station, Moitaka. The major crossbreeding project is at Moitaka and bulls have been sold to almost every District of the Territory from Moitaka. Other Brahman crossbreeding projects are in operation at New Guinea Lowlands Livestock Station, Erap, Western Highlands Livestock Station, Baiyer River, and Sepik Plains Livestock Station, Urimo, based mainly on imported Droughtmaster (Brahman-Shorthorn crossbred) cattle from Australia. Moitaka bulls are being used on all these stations.

(b) *Africander Crossbreeding Project.* This project is carried out on the New Guinea Lowlands Livestock Station, Erap and the Western Highlands Livestock Station, Baiyer River from Africander bulls imported from Australia. Shorthorn and Red Poll females are used as the other part of the cross.

(c) A specialist livestock officer (artificial breeding) works from Goroka in the Eastern Highlands. The artificial breeding scheme will operate amongst the indigenous owned cattle of the Eastern Highlands and Chimbu Districts where there is a relatively high density of cattle serviced by an adequate road system.



Performance testing and selection based on the results plays an important part in improving performance on all the stations. Bulls and store cattle are made available at public auctions while heifers and young steers are sold to village cattle projects. A total of 1,200 head were sold during the year. Further information on cattle holdings is given in Appendix IX.

*Other Livestock*

*Horses.* Horses are kept at the New Guinea Lowlands Livestock Station, Erap, at the Western Highlands Livestock Station, Baiyer River and at the Sepik Plains Livestock Station, Urimo.

A few horses are also held at the centres at Goroka and Rabaul. The Administration, in order to improve the quality of stock horses used in the pastoral industry, imports thoroughbred stallions; private horse owners can pay a service fee and have selected mares mated to these stallions. The freight subsidy scheme has been extended to encourage the private importation of stud and above average breeding horses.

*Poultry.* During the year 28,413 day-old chickens and 1,035 day-old ducklings, were imported into the Territory, mainly for commercial poultry farmers located near the larger towns. At the animal industry centres at Goroka, Lae and Kurakakaul, day-old chickens were reared to eight weeks of age for sale to villagers. There were 8,000 birds distributed during the year.

A special poultry breeding project is in operation at Animal Industry Centre, Lae. The female breeding stock was imported from Australia while much of the male stock has been collected from village areas. Crossbreeding is carried out to develop a bird which performs adequately under village husbandry conditions. In addition local feeds are incorporated in poultry rations, and research is carried out into management systems capable of making the best use of these resources.

*Control of Pests and Diseases*

To minimise the risk of pests and diseases spreading, the Administration maintains strict control over the movement of stock.

The vaccination of pigs against anthrax in the Highlands and in the Sepik District continued. The Australian vaccines used have proved to be effective in preventing the disease and in containing outbreaks.

Brucellosis is present in only 2 herds. During the year 1969-1970, 44,590 sera were tested for brucellosis, the incidence of which, during the past four years has been as follows:

Year	Number tested	Reactors	Per cent
1965-66*	14,151	63	0.47
1966-67*	11,959	65	0.54
1967-68*	30,023	295	1.76
1968-69*	69,221	213	0.31
1969-70	44,590	75	0.16

\*Corrected figures

Brucellosis was eradicated in one herd in which the disease had been endemic since 1962. This was achieved by using a vaccine 45/20 as a diagnostic aid.

Brucellosis in the Western Highlands Livestock Station, Baiyer River, again prevented a large turnoff of cattle into the village cattle industry of the Highlands Districts but the disease is under control and eradication should be achieved within 12 months.

Cattle tick has been eradicated from most of the Trust Territory. The only remaining infested area is in New Ireland, south of Namatanai. It is proposed to start eradication here in 1970-71.

The incidence of screw-worm fly strike has been greatly reduced by the use of insecticides to control the fly.

Most cattle in the major cattle-raising areas have been tested for tuberculosis. There were no reactors in cattle tested during 1969-70.

The veterinary laboratory at Port Moresby provides diagnoses on specimens forwarded from all parts of the Territory of Papua and New Guinea.

*Marketing*

The Administration's central abattoir at Lae provided cattle and pig slaughtering facilities for producers in the Markham and Ramu Valleys and the Bulolo-Wau area.

Rural abattoirs have been constructed at Goroka, Mt Hagen and Madang, and one is under construction at Wewak.

Five private slaughter floors are licensed under the Slaughtering Ordinance, and throughput is inspected by Meat Inspectors.

The Division of Animal Industry is responsible for the inspection of fish products being exported. During 1967-70 exports of prawns, crayfish and barramundi increased, mainly to Japan and the United States of America.



Dairy farming with high standards of hygiene and management is well established in areas near the main towns of the Territory, where there are ready markets for milk and other dairy products. The area of land close to towns which is suitable for dairy farming is limited. With increasing numbers of indigenous consumers becoming aware of the advantages of using animal protein, particularly milk protein, for older children, the further development of the dairy industry would appear to depend solely upon the availability of suitable land in the less settled areas of the Territory, and upon whether the problems of marketing and transporting dairy products from such areas can be solved.

#### *Pasture Improvement*

Pasture and range management research is carried out on animal industry stations by Animal Production Officers, in conjunction with Pasture Agronomists of the Division of Research and Surveys.

Many species have been planted in trial plots to observe their production. The grasses which have shown most promise to date are Guinea grass (*Panicum maximum*), elephant grass (*Pennisetum purpureum*), para grass (*Brachiaria mutica*), and *Setaria* spp. These have been planted in mixed pastures with the tropical legumes *Centrosema pubescens*, *Stylosanthes guyanensis*, and *Phaseolus atropurpureus*.

In most areas natural grasslands can be improved through careful management and the introduction of tropical legumes.

#### *Land Availability*

Two new leases of approximately 4,000 hectares were offered for lease in the Jimi Valley of the Western Highlands. It is hoped that additional land will become available for leasing in the East Sepik and Madang Districts during 1970-71.

The traditional form of land ownership places some restriction on the development of the livestock industry as it does on other forms of agriculture. However, unlike arable land where individual usage rights often apply, open grassland is in the main available to all members of the group or clan. Indigenous-owned cattle farms are generally operated on communally owned land, although a number of farmers now have leases of up to 700 acres.

#### *Extension Activity*

Steady progress is being made in the training of local people in stock management, and indigenous stockmen are employed on Administration livestock stations.

The Senior Veterinary Officer (Training) conducts in-service training courses in disease control, meat inspection and animal production. He also supervises the farmer training centres at Baiyer River, Urimo, and Erap, where courses in cattle husbandry are given.

The Vudal Agricultural College and the Popondetta Agricultural Training Institute both carry livestock and provide courses in animal husbandry. As part of the agricultural syllabus the Senior Veterinary Officer (Training) assists in these courses. A herd of three-quarter Brahman heifers and purebred bull is established at Vudal.

Indigenous stockmen and herdsmen on Administration livestock stations are being encouraged to undertake their own grazing properties as these become available.

## CHAPTER 5

### FISHERIES

#### *Administrative Organisation*

The Department of Agriculture, Stock and Fisheries is responsible for the administration of fishing activities. Following recent departmental organisational changes, there are two Fisheries Branches, one in the Research and Surveys Division, and the other in the Division of Development and Marketing.

#### *Legislation*

Relevant legislation is contained in New Guinea *Fisheries Ordinance* 1922-38, Papuan *Pearl, Pearl Shell, Bêche de Mer Ordinance* 1911-34, the *Fisheries (Licensing) Ordinance* 1966, the *Commonwealth Fisheries Act* 1952-59, and the *Commonwealth Pearl Fisheries Act* 1952-53.

In 1970 the *Fisheries (Licensing) Ordinance* 1966 was amended to include provision for the licensing of processing ships, to allow for modern developments within the industry.

Also in 1970 the *Commonwealth Continental Shelf (Living Natural Resources) Act* 1968, came into force to protect sedentary organisms so proclaimed.



The export of fish and fish products is controlled under the *Customs Ordinance* 1951-59 and the *Commerce (Trade Descriptions) Act* 1952, and the *Exports (Fish) Regulations* of 1953. Fish handling and processing is provided for under the *Pure Foods Ordinance* 1952-57, with regulations.

### *Fisheries Resources*

Territorial waters contain a great variety of fish species. Over 1,100 species are listed in a recent *Handbook of New Guinea Fishes*, but probably more than twice that number will be discovered. In addition, it is estimated that there are about five thousand species of molluscs, and probably an equal number of crustacean forms, besides several other aquatic groups of greater or lesser commercial significance.

Relatively few of these many kinds are of economic importance. Only a small number are harmful to man or the economy.

In highland waters there are very few native species, but in lowlands rivers, lakes and swamps there are several commercial types, including barramundi, snapper, mullet, threadfin, catfish and eels. In shallow coastal waters, similar species occur together with trevally (jacks), jewfish, sharks and many others. In suitable coastal areas there are prawns of commercial importance. Oysters occur naturally in most mangrove areas.

On shallow reefs, parrot-fishes, wrasses, surgeon-fishes, trigger-fishes and many others are plentiful. Other commercial groups from the same zone are spiny lobsters, bêche-de-mer, and various shellfish which are taken for food as well as for the tourist industry and shell trade. On deeper reefs the most favoured species are snappers, reef-cod, coral trout and sweetlips.

Coastal pelagic species, taken mainly by trolling, include Spanish mackerel, sea pike, tuna, dolphinfish and some bill fish. In deeper waters, long-line methods capture larger tunas, marlins and sharks.

### *Fisheries Technology Extension*

This is steadily increasing with the availability of more trained staff and the opening of more fisheries stations. In particular the provision of more cold stores and transport has increased the output of fish substantially.

The Fisheries Station at Madang, now designated the Fisheries Training School for the Territory, has facilities for the upgrading of officers and intakes from agricultural establishments whose graduates opt for fisheries work. At all Fisheries Stations fisherman trainees are accepted to work with the staff and learn modern techniques before returning to their villages. Fishing groups are encouraged and these are growing in number and effectiveness. Patrols are undertaken to distant villages.

Where normal retail outlets do not provide nets and gear the department supplies such items on request.

Individuals and groups are encouraged to own cold stores and ice-boxes and a gradual awareness of the necessity for these is being shown.

Boat building in modern style is gradually increasing as native canoes are limited in fisheries application. Ferro-cement, and other products have already been accepted and more are being built.

### *Larger Business Ventures*

Of the original five companies which entered the Papuan prawning field in 1969, four still operate in 1970. As catches are moderate further expansion is unlikely, especially as international high seas prawning has somewhat recovered.

A joint Australian-Japanese tuna venture has started a practical survey in New Guinea. Initial results are encouraging. The survey period will last for one year initially.

The Kiwai Fishing group at Karu Island, Western District, had another successful fishing season in their barramundi (*Lates calcarifer*) fishery. Demand was good and the freezer ships attending could have taken more. Returns were similar to those of the previous season.

### *Traditional Fisheries*

Pearl, pearl shell, trochus, green snail and bêche de mer continue to be eclipsed by synthetic products. The fisheries are moribund and only bêche de mer was exported in small quantities from Milne Bay District. Subsistence fisheries, however, show a marked improvement due to modern technology. Unfortunately, statistics on these are difficult to obtain owing to the remoteness of many villages and the fact that indigenous persons are not required to be licensed to take fish for sale. Thus, small business ventures are often present without records being returnable to the department.



### *Fisheries Research*

Fisheries research in Papua and New Guinea is aimed at location and estimation of fish stocks and other aquatic resources with a view to development, management and utilisation.

Catch returns from all major fishing companies are collated continuously in order to forestall overutilisation. Specifically, research workers are studying the biology, distribution and abundance of spiny lobsters, barramundi and other fluviatile species, tuna and other pelagic fishes, prawns, sharks, estuarine inshore and reef fishes.

*Spiny Lobsters.* The ornate spiny lobster (*Panulirus ornatus*) has been commercially exploited at Yule Island since 1965. Intensive research on basic biology of *P. ornatus* has continued since 1967. A large proportion of the commercial catch has been examined and no variation in biological parameters is evident despite a decline in the actual catch. Further research is required to determine if the decline is due to natural causes or exploitation.

Investigation continued on the resources of Spiny Lobsters throughout the Territory. No stock of commercial significance have been discovered elsewhere.

*Barramundi.* The Barramundi (*Lates calcarifer*) is of some commercial importance. Up to 250 tons per annum are exported, while a similar quantity is consumed locally. Biological research investigation on this species and other estuarine stocks was intensified, and two biologists were assigned to investigate full time.

*Tuna.* Following two important Tuna surveys, commercial exploitation of Skipjack and Yellowfin tuna by pole-fishing began in New Ireland early in 1970. Results are not yet conclusive, but the initial catch-rates were promising. The catch is under surveillance by Fisheries researchers.

*Prawns (Shrimps).* Commercial exploitation of prawns began early in 1969. Results for the calendar year 1969 were promising, although no outstanding catches were made.

No important grounds were located which had not been previously examined by research workers. The main species caught was the Banana Prawn (*Penaeus merguensis*) together with significant quantities of Giant Tiger Prawn (*P. monodon*). Small quantities of several other small species were taken, but these were not processed for export.

*Sharks.* Sharks are taken in all fisheries, and are often of considerable significance. The identity of over forty species has been established and research into their biology, distribution and abundance continued.

### *Fisheries Surveys*

In addition the Fisheries Research and Surveys section carries out local surveys in specific areas, in order to determine current utilisation as well as potential for future expansion.

In 1969-70 local surveys were carried out or continued in Bougainville and New Ireland, in New Guinea and Western and Central Districts in Papua.

### *Freshwater Research*

A full-time program on freshwater research has now been undertaken. Apart from original research into species and methods suitable for pond culture in New Guinea, stream surveys, and trout studies, a programme of training has begun in order to facilitate field extension and education.

## CHAPTER 6

## FORESTS

### *General*

Forests cover more than 70 per cent of the total area of the Territory and vary in type from the swamp and lowland forests of the coastal plain to alpine vegetation and moss forests. The lowland forests contain most of the readily accessible millable timber. Although there are large areas of good forests in mid-montane regions between 1,500 feet and 7,000 feet altitude, access to this timber is difficult except in the Bulolo Valley which is connected by a good road to the port of Lae.

Generally the coastal forests are very complex in structure, but there are substantial areas of the foothill forests in Northern New Guinea where a Dipterocarp (*Anisoptera polyandra*) forms a considerable proportion of the stand.

### *Legislation*

Forestry legislation consists of the *Forestry Ordinance* 1936-1962 and Forestry Regulations which provide for the protection and management of forests, timber reserves and forest produce, acquisition of land and timber rights, the issue of timber permits and licences, control of exports, and the collection of fees and



royalties. Control of forestry diseases and pests is provided for under quarantine legislation. There were no amendments to the legislation during the year.

Under the provisions of the Forestry Ordinance the Department of Forests controls two types of land:

(a) land purchased by the Administration, which may be sub-divided into:

(i) territorial forests — dedicated and declared for perpetual management;

(ii) timber reserves;

(iii) land purchased for forestry purposes but for various reasons not yet classified or dedicated as a territorial forest or timber reserve; and

(iv) land purchased for non-forestry purposes such as agriculture, but which is under forest (removal of timber from such land is regulated by means of timber permits and licences); and

(b) land over which timber rights only have been purchased. The purchase of timber rights permits controlled timber removal, the land being declared Administration land for the purposes of the Forestry Ordinance.

The conditions under which land may be acquired by the Administration for forestry and other purposes are described in Chapter 3 (a) of Section 4 of this Part.

### *Policy*

The Department of Forests manages the forest resources in the Territory in accordance with the following approved policy:

(i) Protection and conservation of the forest resources;

(ii) The establishment of a permanent forest estate;

(iii) Experimental activities in the fields of afforestation and silvicultural improvements;

(iv) Reafforestation by establishment of new plantations and silvicultural treatment to ensure natural regeneration of harvested forest areas intended to be managed as perpetual forests;

(v) Supervision of sawmilling activities in the Territory;

(vi) Utilisation research;

(vii) Provision of services of botanical investigation and identification;

(viii) Investigation to demarcate timber stands of economic importance and compilation of detailed working plans for those forests set aside for the production of timber; and

(ix) The training of the indigenous people in forestry skills to enable them to participate in the management of the permanent forest.

The average population density of the Territory, estimated to be between fourteen and fifteen persons per square mile, is comparatively low and consequently very large areas of forests are still untouched. Efforts are being made to direct expansion of the timber industry into areas most likely to be soon brought under cultivation. This will not only ensure profitable use of the timber on such areas, but will also allow other areas to remain untouched until the location of permanent reserves has been decided. It will allow time also for the development of satisfactory silvicultural techniques for the management of such forests.

Where forest land is more suited to agricultural development than to permanent forestry, only timber rights may be acquired if the agricultural development is to be carried out by indigenous owners. In such cases the granting of timber concessions ensures that the timber is used and not wasted in land clearing operations.

*Permits and Licences.* There were 54 permits covering 657,417 hectares and 30 licences covering 53,188 hectares current at 30 June 1970.

*Attitude of Indigenous Inhabitants.* The attitude of the indigenous inhabitants is generally favourable to the granting of timber concessions. They realise that the establishment of substantial milling and logging operations in their respective areas leads to the development of better access facilities and provides opportunities for marketing cash crops and also for employment.

Undisturbed high quality forests generally occur in sparsely populated areas where the effects of shifting cultivation and fires are not marked. After purchase of land rights in such areas the remaining agricultural land is more than adequate for the present and future needs of the indigenous population. In densely populated areas, timber rights only are purchased and the granting of timber permits or licences has caused no displacement of population.



The opening of forest industries does, however, create opportunities of employment which attract workers from densely to lightly populated areas. Where small timber concessions are granted in densely populated areas (e.g. Eastern and Western Highlands) the indigenous people have opportunities for local employment and a source of income from the resulting commercial enterprise.

### *Forest Service*

The forest policy of the Territory is administered by the Department of Forests with headquarters in Port Moresby. The Trust Territory is divided into two regions, with regional headquarters, each under the control of a senior forestry officer, at Lae and Rabaul. The Division of Botany has its headquarters in Lae.

The Territorial forest service began with the appointment of two trained foresters in 1938; it was re-established after the war and has gradually been built up by recruitment of qualified staff. More than three-quarters of the present staff of the Department of Forests are stationed in the Territory of New Guinea.

The Commonwealth Scientific and Industrial Research Organisation, through its Division of Forest Products, has continued to give valuable technical advice on forestry matters including identification of wood samples and determination of the properties and end uses of various species.

Forest stations and research centres and nurseries are established at Bulolo, Wau and Lae in the Morobe District, Goroka in the Eastern Highlands District, Mt Hagen in the Western Highlands District, Keravat in the East New Britain District and Hoskins in the West New Britain District. Administration forestry officers are permanently stationed at Madang, Wewak, Vanimo and Mendi to supervise harvesting of the timber stands in those areas.

### *Recruitment and Training*

*Recruitment.* Over the next 5 years it is proposed to recruit 68 overseas officers mainly in the professional and higher technical fields and to add 559 Papuans and New Guineans to the salaried staff. At least 130 of the new local staff will have received formal training to sub-professional level at the forestry college at Bulolo.

*Training.* The Papua and New Guinea Forestry College is situated in the Bulolo valley at an altitude of some 2,500 ft above sea

level. There are vast natural forests of hoop and klinki pine nearby and the college has ready access to high (at Edie Creek) and low (near Lae) altitude forests; field studies form an important part of the curriculum and students also visit forests in other parts of the Territory. The forest industries in the Bulolo valley and at Lae are among the most highly developed in the Territory and studies are made of plywood, veneer and sawmill practices and problems.

The Forestry College is well staffed and equipped for high level academic and practical training. Sub-professional training at three levels is available.

A Diploma course in Forestry was commenced at the Papua and New Guinea Forestry School in February 1967. This course occupies a three-year period, in which time the students are given practical training in departmental plantations and natural forests and industries throughout Papua and New Guinea. The successful completion of the course leads to promotion to grades of Assistant Forest Officer (Forest Ranger). The course covers four major fields:

- (i) forest biology;
- (ii) forest management;
- (iii) forest economics, policy administration; and
- (iv) wood technology and utilisation.

The college also provides other sub-professional courses at certificate of forestry level—one a technical course of two-year duration with a general base in the fields mentioned above but with specialisation in one of these—and a vocational course of six months intensive practical training in narrow spheres such as nursery and plantation supervision.

The college accepts students from the English speaking South Pacific area and pupils from Tonga, Samoa, Fiji, Solomon Islands Protectorate and the Trust Territory of the Pacific Islands are in residence.

Professional officers (foresters) are generally recruited under a cadet training scheme. The course consists of two years of basic science at an Australian University and two years at the Department of Forestry, Australian National University, Canberra.

Cadets undertake field work during the university vacations. Candidates are selected from students who have qualified for admission to



a university science course in forestry, have shown an aptitude for forestry work and are medically fit.

Three students are present in training and twenty-four cadets have graduated since the scheme came into operation. There are five apprentice carpenters, two apprentice fitters and turners and two apprentice diesel mechanics receiving training within the Department.

### *Silviculture*

The rate of silvicultural operations is determined by the area of land dedicated to permanent Territorial forest and the rate of harvesting of timber on that area. Silvicultural techniques are being developed for application to all areas likely to be brought under permanent management as Territorial forests.

Planned reafforestation of suitable areas supplemented by natural regeneration is being continued. This involves the replacement of mid-montaine *Araucaria* forest with pure stands of *Araucaria cunninghamii* (hoop pine) and *Araucaria hunsteinii* (klinki pine) and of mixed lowland rain forest with *Tectona grandis* (teak) and *Eucalyptus deglupta* (kamarere) forest. Experimental work has indicated that the native *Araucaria* species and several exotic pine and eucalyptus species are promising in the highland grassland areas.

The principal silvicultural activities during the year were at Bulolo and Wau in the Morobe District, and at Keravat in the East New Britain District, on areas from which timber has been harvested for the plywood manufacturing industry and for local sawmilling.

At 30 June, 1970 departmental plantings at Goroka totalled 328 hectares of pine and eucalyptus species; at Bulolo/Wau 6,380 hectares of hoop and klinki pine with 555 hectares of miscellaneous species; at Keravat 1,423 hectares mainly of teak, kamarere, balsa and terminalia species; 543 hectares of miscellaneous species in the Wahgi valley and 76 hectares at Hoskins.

Road construction and maintenance which is carried out by the Department of Forests in conjunction with permit holders continues to keep pace with the planting programmes at Bulolo/Wau and Keravat.

### *Nurseries*

Major nurseries are maintained at Wau, Bulolo, Goroka, Mt Hagen, Keravat and Hoskins and, in addition, numerous small nurseries serve

village projects and amenity needs. During the year approximately 2,800,000 seedlings were raised.

### *Extension*

Interest in tree planting has developed at the village level. At nurseries established at strategic points the Department holds regular field days for local government councillors and other interested people. Seeds and seedlings are supplied free and during the year some 300,000 seedlings were distributed.

### *Research*

*Silviculture.* Major research projects are associated with species trials, plantation growth studies, genetic improvement of teak, kamarere, hoop and klinki pine and pinus spp.

*The Forest Products Research Centre.* This is conducted by the Department of Forests and carries out research in the applied field in conjunction with the Division of Forest Products of the Commonwealth Scientific and Industrial Research Organization. As the centre increases its activities the involvement between the two organisations is expected to increase.

Facilities which are now available and housed in a central laboratory and ancillary buildings are located on an area of land which is sufficient to allow for long-term forward planning. The research centre consists of a main laboratory complex and a number of ancillary buildings of a specialised and service nature. These ancillary buildings house:

- (a) commercial sized pressure impregnation plant;
- (b) mechanical workshop;
- (c) saw sharpening and doctoring workshop;
- (d) machining and woodworking shop; and
- (e) storerooms.

Research work is carried out in the fields of preservation, seasoning, minor forest products, general utilisation and wood chemistry. A complete timber identification service is available to timber users both in the government and the private sectors. The emphasis of all the research work is on those aspects which could have immediate application to the developing forest products industry.

The centre retains control of the diffusion preservation process designed by the Commonwealth Scientific and Industrial Research Organization for use in Papua and New



Guinea. The process has been in use on a compulsory basis for six years and the advantages of such compulsory treatment are now becoming apparent.

The Forest Products Research Centre is staffed by both local and expatriate officers.

### *Utilisation*

The history of the utilisation of the Territory's forests has been briefly stated in earlier reports.

Increased utilisation of forest trees, particularly species previously unused, has resulted from the introduction of compulsory preservative treatment of timbers used for government buildings.

Improvements to means of access within the Territory are bringing more forest areas within economic reach, while clearing operations accompanying expanding agricultural development are increasing the supply of timber for the local market and for export.

As a result, the indigenous population in areas of closer contact and particularly in the Morobe, East and West New Britain and East and West Sepik Districts, are using more sawn timber in their own building programmes, and are taking advantage of the opportunities for employment in the sawmilling and logging activities near their home localities.

The bulk of the plywood produced in the Territory and an increasing quantity of timber in both log and lumber forms are now exported. This increase is associated with an increase in the number of species which overseas importers are prepared to accept.

Royalties are paid into general revenue and are not specifically used for the benefit of the forest industry. Nevertheless, as part of the Administration's policy of balanced development, decisions on road construction have been largely influenced by the need to provide access to forest areas, and expenditure on reafforestation has been substantial. This is aimed at ensuring a permanent supply of raw materials for the sawmilling industry.

*Harvesting and Marketing.* The recovery of the industry following the recession of 1968-69 is reflected in the export of logs for the year which shows an increase of almost 100 per cent over the previous year. This increase was due, in the main, to increased production by established operators as only one major timber

area was granted during the year and production commenced just prior to June 1970. Total log production for Papua and New Guinea increased from 170,000,000 super feet in the previous year to 218,000,000 super feet in the current year. The industry closed the year on a healthy note and vigorous growth during 1970-71 is anticipated.

*Sawmills.* The quantity of logs used by sawmills during the year exceeded 73,000,000 super feet of which more than 18,000,000 super feet was coniferous material, mainly from the Bulolo/Wau area. At 30 June 1970 there were fifty-nine mills in the Territory of which thirteen cut more than 10,000 super feet per shift.

*Plywood and Veneers.* The manufacture of plywood to 30 June 1970 was at the same level as the previous year with approximately 36,000,000 (3/16 inch basis) square feet being produced. Total production of veneer at Bulolo and Lae was in excess of 165,000,000 square feet (1/16 inch basis) of which more than 150,000,000 feet was used in the production of plywood at Bulolo.

*Exports.* The value and quantity of timber products exported from the Territory for the period under review may be found in Appendix XI Table 7.

*Surveys and Acquisitions.* During the year timber rights over six areas totalling 22,364 hectares were purchased. These purchases included five areas totalling 20,544 hectares in the West New Britain district and one area of 1,820 hectares in the West Sepik district.

Survey work carried out included boundary survey of areas purchased, logging plan survey over 231,280 hectares which included 2,400 hectares of sample plots and assessment work covered 244,600 hectares including 245 hectares of sample plots.

Extensive use was made of helicopters for logistic purposes during the forest inventory and logging plan surveys and acquisitions in the New Britain and West Sepik districts.

Negotiations for the granting of permits over the Gogol and Vanimo areas are well advanced and feasibility studies are progressing for the establishment of integrated forest industries. An additional large forest reserve on the north coast of New Britain at Open Bay is to be made available for development during the next year.



The investigation of the forest flora of New Guinea is continuing at an accelerated rate following botanical staff increases. However, there are still large areas of the Territory from which no botanical collections have been obtained. Total holdings in the herbarium now total approximately 127,000 sheets.

The Botanical Gardens in Lae provide the living plant collections in conjunction with the herbarium. These collections have been greatly enlarged as the gardens have been developed as a place of public recreation and education and as a tourist attraction.

Import research collections of living plants include specimens of the family *Dipterocarpaceae* *Combrateceae* (*Terminalia*) and *Palinae*. Other family collections are being developed. The scientific value of the Botanic Garden collection has been enhanced by the acquisition of the Arawa orchid collections from Bougainville.

## CHAPTER 7

### MINERAL RESOURCES

#### *General*

Gold and silver are at present the only mineral products of the Territory. Most of the gold is won from the Wau/Bulolo area in the Morobe District by ground sluicing and other alluvial mining methods and, in the case of mangano-calcite lodes near Wau, by open-cut mining.

Alluvial gold is produced by many small groups of native miners from localities widely scattered throughout the Morobe, Eastern Highlands, Western Highlands and the East and West Sepik Districts.

Occurrences of other minerals including copper, iron, lead, zinc, nickel, chrome, sulphur and low-grade coal have been reported and investigated.

During the year under review increasing interest was shown by major mining companies in exploration for minerals, particularly base metals.

Exploration programmes for minerals took place in all districts. Drilling was completed in the East Sepik District for copper and in the Western Highlands District for gold and silver.

Foundation investigations for a dam site for the Ramu Hydro scheme at Kainantu in the Eastern Highlands District were successfully

completed and foundation tests in the Bougainville District were also satisfactory.

Petroleum exploration activities took place in the Madang and East and West Sepik Districts with geophysical and geological surveys.

A seismic investigation has been completed on the border areas of the East Sepik and Madang Districts.

#### *Policy and Legislation*

The laws in operation governing mining are the *Mining Ordinance* 1928-1966 of the Territory of New Guinea, the *Mines and Works Regulation Ordinance* 1935-1962, the *Petroleum (Prospecting and Mining) Ordinance* 1951-1965, the *Mining Development Ordinance* 1955-1960, and the regulations made under these ordinances.

The Mining Ordinances govern prospecting and mining for minerals generally, and provide for the issue of miners' rights, the grant of prospecting rights and specified mining tenements, the registration of agreements and the payment of royalty and other fees. They also provide for the appointment of officers to administer the Ordinances, confer powers on wardens and wardens' courts, and define the duties of these officers.

Under the Ordinances all gold and minerals are reserved to the Administration, but an amendment to the mining Ordinances in 1967 provides for the owners of private land to be paid an amount equal to 5 per cent of the royalties paid in respect of mining leases on that land. All other receipts derived from mining and prospecting are paid into the general revenue of the Territory for the benefit of the inhabitants as a whole.

The *Mining Ordinance* 1928-1966 of the Territory of New Guinea came into operation in August 1966. It introduced provisions for large-scale exploration and production operations. It amended the provisions relating to prospecting and mining on private land, which was defined to include native land.

In respect of private land the provisions for payment of compensation for damage were made more explicit, and an occupation fee payable to the landowner was introduced. The fee is at the annual rate of 5 per cent of the unimproved value, or \$1.00 per acre, whichever is the greater amount. In the case of the large prospecting authorities, which may be as large as 10,000 square miles, the occupation fee is payable only in respect of land actually



occupied. In the case of mining leases or claims for the purpose of production, the occupation fee is payable in respect of the total area of the title, at the annual rate of 5 per cent of the unimproved value of the land, or \$2.00 per acre, whichever is the greater sum. If the owner of the land cannot be found, the money is to be paid to the Administration in trust on his behalf.

The Mines and Works Regulation Ordinance provides for the operation, development and technical administration of mines in New Guinea. It is concerned with safety and health matters and establishes control over mining methods, operation of machinery, use of electricity and explosives, sanitation, ventilation and drainage.

The Petroleum (Prospecting and Mining) Ordinance deals with the issue of permits and the granting of licences and leases for the exploration of oil fields on land. Except with the authority of the Governor-General, permits must not cover more than 10,000 square miles, and the area must be reduced progressively to a maximum of 2,500 and 500 square miles at the licence and lease stages respectively.

Offshore exploration for petroleum is controlled by the *Petroleum (Submerged Lands) Act 1967-1968*.

The Mining Development Ordinance authorises various forms of assistance to the mining industry, including financial advances on a dollar for dollar basis to persons engaged in developmental mining, assistance for the test drilling of favourable mineral deposits, advances for cross-cutting, drainage or road-making, the establishment of crushing plants and the payment of advances on ores to be marketed outside the Territory. Provision is made for the Administration to undertake any of the above operations where it is considered that to do so would be in the interests of the mining industry.

*Royalty.* Non-indigenous producers are required to pay royalty at the rate of 1½ per cent of the value of the minerals produced, less certain refining and realising charges. Indigenous producers are not required to pay royalty except where the production is derived from land held under mining lease. In the case of small producers, royalty paid is remissible where the total royalty due in a period of six months does not amount to \$30. While there has been no commercial production of petroleum to date, provision exists for

the payment of royalty at the rate of 10 per cent of the gross value of production at the well head.

### *Administration*

The Department of Lands, Surveys and Mines administers the mining legislation through a Division of Mines. The Geological Branch of the Department is staffed by officers of the Australian Bureau of Mineral Resources, Geology and Geophysics, who work in close co-operation with the Division of Mines.

Wardens of gold and mineral fields are appointed by the Administrator under the Mining Ordinance to issue miners' rights, grant and register claims, hear applications and objections in relation to the granting of mining tenements generally, arbitrate mining disputes and make recommendations to the Administrator on matters reserved for decision by him. Decisions of a Warden's Court are subject to appeal to the Supreme Court of the Territory.

Inspectors of mines are appointed to exercise controls, as prescribed in the Mines and Works Regulation Ordinance, over the physical operations of mining in matters relating to safety and health, and to perform other duties of a technical nature.

Indigenous inhabitants have all the rights conferred by the Mining Ordinance upon the holder of a miner's right and may take up, use and occupy Administration land for mining purposes as defined by the Ordinance under the same terms and conditions as non-indigenous miners.

A subsidy is payable to small producers of gold, both indigenous and non-indigenous, by the Australian Government.

The Division of Mines maintains a technical section responsible for the operation of boring plants owned by the Administration and hired at nominal rates to individuals or mining companies for approved development drilling projects. Diamond drills and percussion drills have been in operation during the year. The Division also employs field assistants to assist and encourage alluvial gold mining by indigenous people.

*Training.* The Division of Mines employs and undertakes the training of indigenous workers on Administration drilling plants. The minimum educational qualification required is Standard 5. The training course extends over three years and the trainee is taught all the





*C.R.A. accommodation, Kobuan, Bougainville*

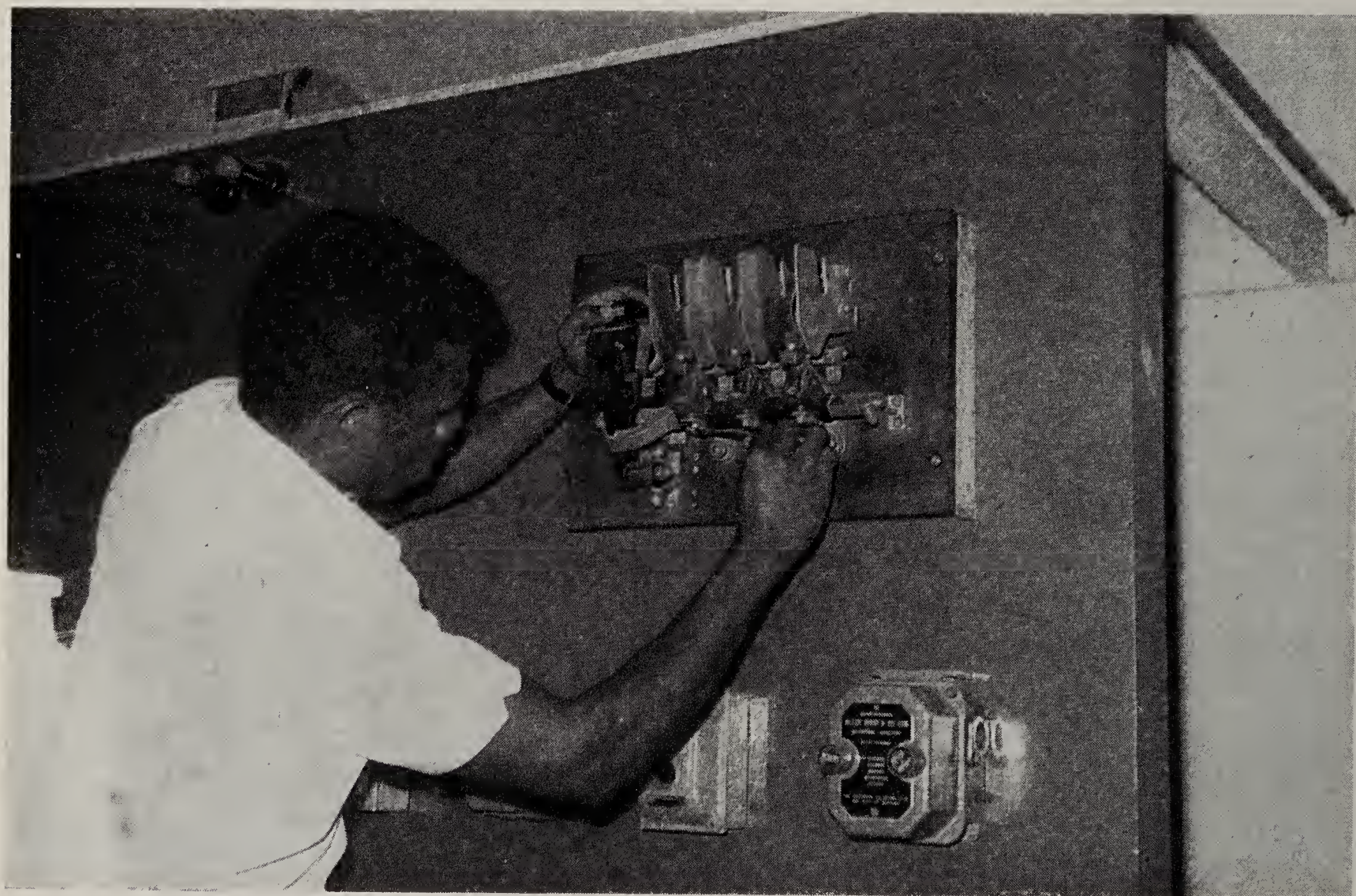


*Building and construction trainees*



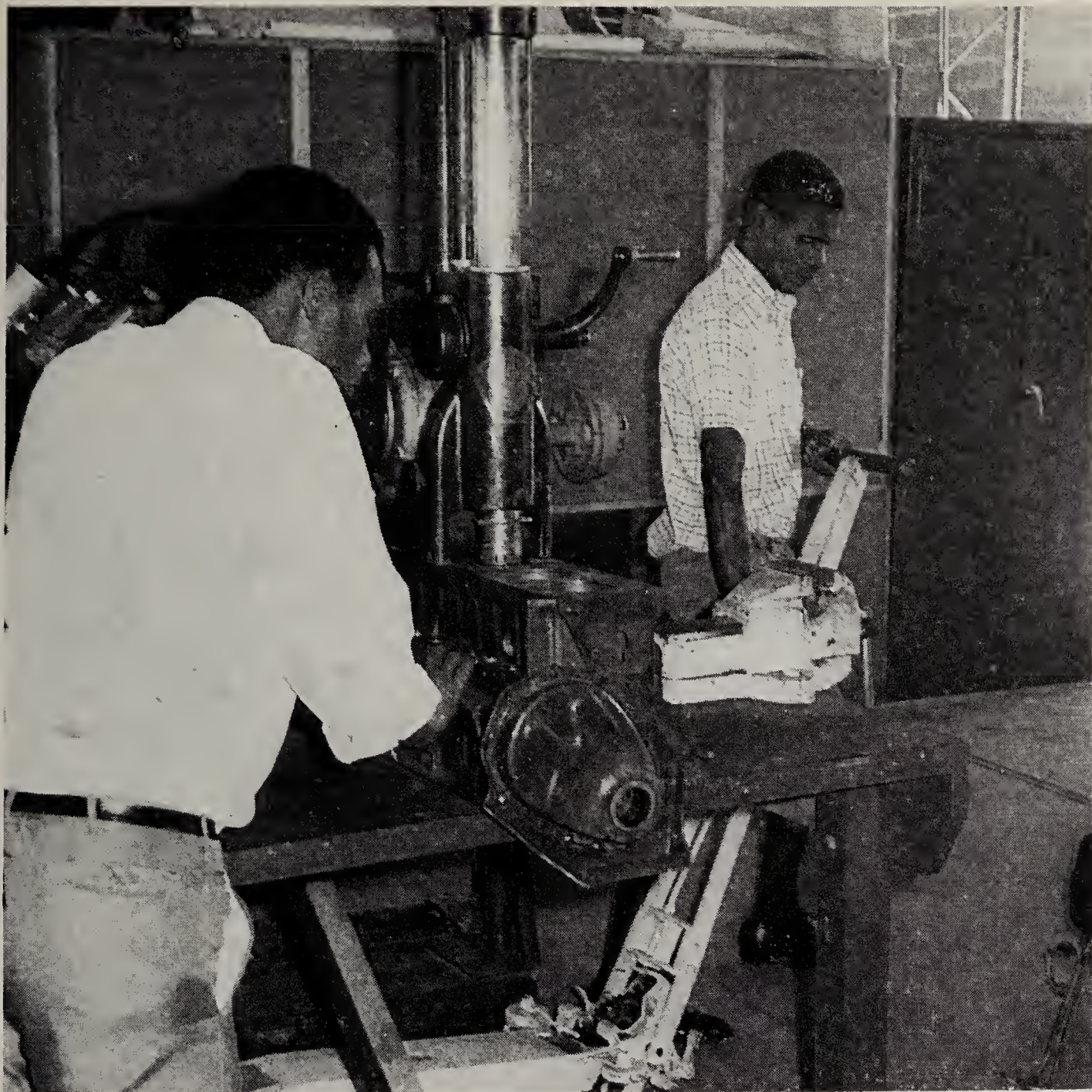


*Trainee draughtsman*



*Electrician, Port Moresby Technical College*



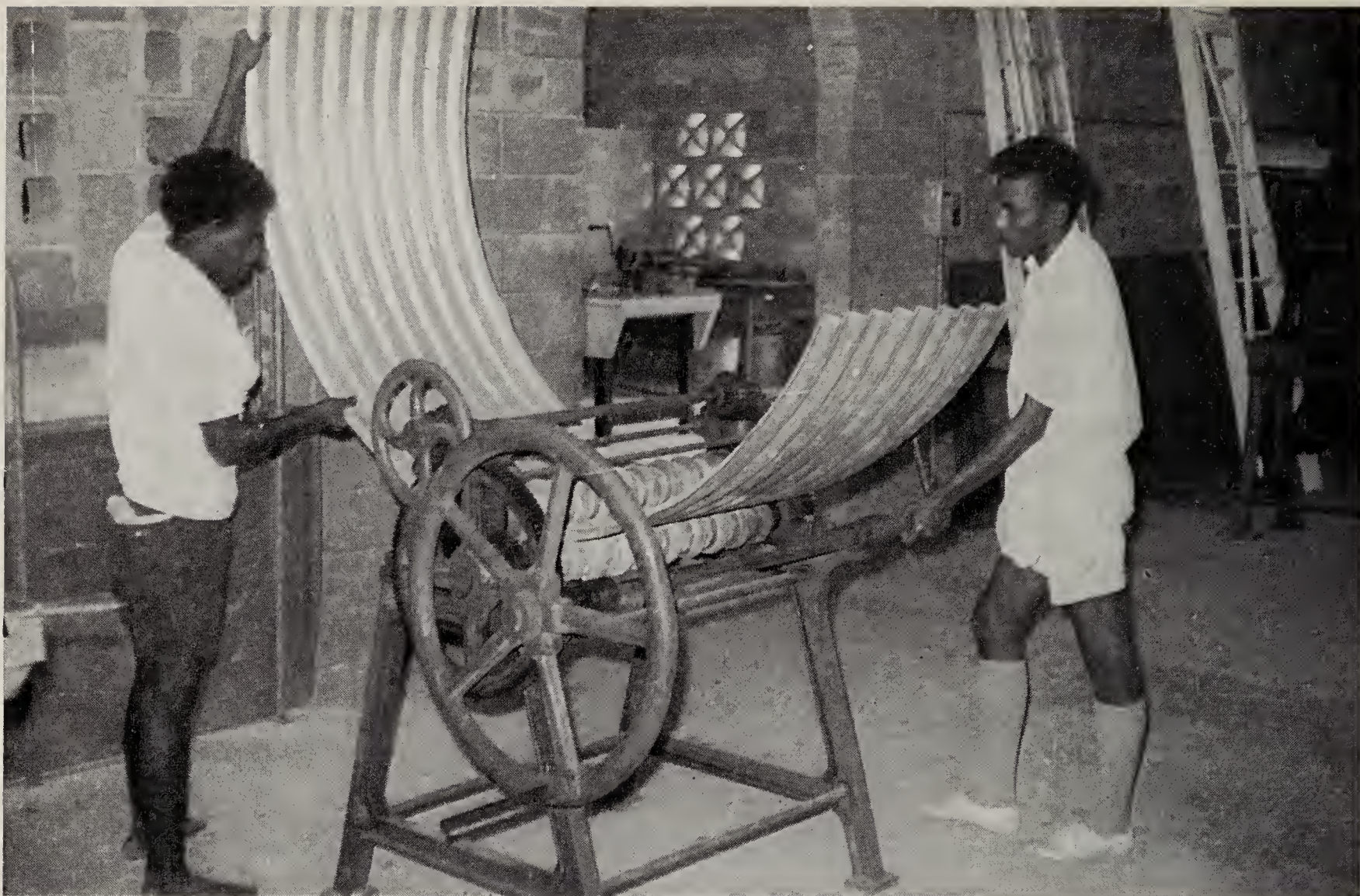


*Automotive  
fitters and  
turners*



*Cabinetmakers, Port Moresby Technical College*





*Tank making, Port Moresby Technical College*



*Motor Mechanic,  
Port Moresby  
Technical  
College*



fundamental points of either rotary or percussion drilling techniques. Successful completion of the three-year training course qualifies the employee as a driller's assistant and his progress through the grades in this position depends entirely upon his ability. A Grade 2 driller's assistant would be capable of taking charge of an operating rig. Eight employees have completed the training course, and two have been promoted to the position of driller. Two mining companies operating at Wau and Bulolo respectively offer opportunities for apprenticeship training in the manual trades.

### *Production*

Figures for the annual production and value of minerals produced for the five-year period ended 30 June 1970, for both Territories of Papua and New Guinea are given in Appendix XII, Table 3.

*Gold.* Large scale gold production dates from the discovery of rich alluvial deposits in the Morobe District in 1920. Production was greatly increased in 1930 by the installation of dredges and by 1940 the gold output of the Territory reached 270,000 fine ounces a year.

*Silver.* Table 3 of Appendix XIII shows the amount of silver produced.

### *Mining by Indigenous Inhabitants*

Efforts are made to improve the knowledge of indigenous miners about the technical, legal and administrative aspects of the mining industry, and to encourage them to search for and exploit the primary sources of gold and other minerals.

Tables 1 and 2 of Appendix XII indicate the extent of participation in the development of mineral resources by indigenous miners.

Organised mining for alluvial gold is carried out in the East and West Sepik, Eastern Highlands, Morobe and Western Highlands Districts.

Administration field assistants patrolling the mining areas supervise indigenous miners and instruct them in the types of alluvial methods best suited to specific claims and in mining law. They also help them mark out and register new claims and procure mining tools.

Where banking facilities are available the indigenous miner is encouraged to operate as an independent client of the bank, lodging his gold at the bank and receiving proceeds through the bank account. Where banking

facilities are not available the Administration undertakes receipts of gold parcels and payment of proceeds to the miners.

The difficulties of maintaining accurate official records of business with indigenous miners have been overcome by the issue of identity documents, including a photograph of the miner.

In the Morobe and Western Highlands Districts indigenous mining parties operated under tribute agreement with the owners of mining claims.

### *Mining Development*

Measures being taken to stimulate mining production include:

- (i) a progressive regional geological survey of the Territory by officers of the Australian Bureau of Mineral Resources, Geology and Geophysics;
- (ii) detailed geological surveys, as necessary, of mines, mineral fields and ore deposits;
- (iii) geochemical and geophysical surveys to assist work under (i) and (ii);
- (iv) an assay laboratory to provide a free assay service to prospectors and to mines under active development;
- (v) provision of assistance for developmental mining by way of loans and exploratory drilling; and
- (vi) extension of the field service to assist mining by indigenous people.

*Assistance to Mining.* Administration drills operated in the Bougainville, Eastern and Western Highlands and East Sepik Districts.

A total of 19,882 feet of drilling was completed for the year. Sufficient geological information was revealed to enable mining companies to rectify the expense of importing four large drills to carry on their prospecting to the next stage.

### *Duration of Mineral Resources*

No estimate can be made of the long-term duration of mineral resources.

### *Geological and Volcanological Services*

These services are provided in both Papua and New Guinea by the Geological and Volcanological Branch of the Department of Lands, Surveys and Mines. The professional staff of the Branch are attached to the Territory Administration from the Australian Bureau of Mineral Resources, Geology, and Geophysics,



which also provides Canberra-based field parties to carry out regional reconnaissance geological mapping in Papua and New Guinea.

The Chief Resident Geologist has his headquarters in Port Moresby. The Branch is divided into three Sections, each headed by a Senior Resident Geologist: Regional Mapping and Mineral Investigations; Engineering Geology and Hydrogeology; and Volcanology. The first two sections are based in Branch Headquarters in Port Moresby, while the Volcanological Section is based on the Central Volcanological Observatory at Rabaul. Volcanological Observatories are maintained on Nanam Island and at Esa'Ala on Normanby Island. Volcanological Stations are also established near the principal volcanoes where the population is at risk from volcanic eruptions. The number of these stations is gradually increasing as more equipment and trained staff become available.

There has again been a considerable increase in demands for the services of the Branch over the past year and this is being met both by an increase in staff and by the provision of additional buildings and equipment.

International liaison has been extended, and a number of projects, especially in the fields of seismology and volcanology have been initiated in conjunction with authorities in the U.S.A., British Solomon Islands Protectorate, and the United Kingdom, as well as in Australia.

Regional Mapping activities included the completion of field work in New Britain and New Ireland and in the Markham Valley of the Morobe District. Work in the Kubor Range continued, and the field work programme in south-east Papua, east of longitude 148° east was completed. Additional work as far west as longitude 146° east is partly completed and is continuing.

Mineral Investigations including the logging of drill core, the identification of specimens, the provision of advice on mineral, including non-metalliferous, prospects, and the assessment of the suitability of programmes submitted by applicants for Prospecting Authorities and of their resources to meet their commitments. Close liaison was maintained with representatives of the mineral and petroleum exploration industries, and the archives of unpublished geological data were examined by a large number of company representatives. A full, annotated catalogue of data files has

been prepared and is now being printed for distribution to interested persons. Steps have also been taken to record on microfilm all unpublished geological maps so that copies may be more readily available.

Engineering Geology investigations were principally concerned with feasibility and design studies for hydro-electric schemes, road alignments, airstrip construction, and wharf development. Other investigations included studies of major landslips, foundations for major construction projects, and the provision of non-metalliferous rocks and rock products for aggregate, cement manufacture, etc.

Major investigations in this field included continued studies of the Upper Ramu Hydro-Electric Project and a study of the Rouna No. 3 Hydro-Electric Scheme for Port Moresby. Initial work was done on other Hydro-Electric Projects such as the Musa River Project, and additional work is programmed. Advice has been given on the Rouna to Mount Eriama Pipeline Project which is to be the main channel for untreated water to the Port Moresby water treatment plant.

Hydrological Investigations included the completion of the Bougainville Village Water Supply Survey and the provision of recommendations for potable water supplies to a number of other villages, schools and other institutions, both public and private, throughout Papua and New Guinea.

Volcanological services were maintained at all important centres through the year, and measures were taken towards extending them to areas of increasing population which are considered to be a risk. The fertility of volcanic soils makes it inevitable that, in such a highly volcanic region, both rural and urban development will take place in areas where there is a risk, if not a certainty, of future eruptions. The surveillance programme is designed to minimise the risk to human and animal life by providing an adequate warning system.

Mount Ulawun in New Britain entered a major eruptive phase in January 1970, which resulted in considerable devastation and damage. Evacuation of the population to nearby safe areas before the major eruptions prevented any injury or loss of life.

Manam Volcano, in the Madang District, was active throughout the year, and additional surveillance measures were undertaken. No evacuation or movement of the population has yet been necessary, but a constant watch is being maintained.



No major damage has occurred as a result of earthquakes.

Field Officers of the Department of the Administrator, missionaries, teachers, pilots of aircraft and the general public continued to supply valuable information on volcanic and seismic activity throughout the Territory.

## CHAPTER 8 INDUSTRIES

### *Manufacturing Industry*

Traditionally secondary industry in the Territory has been concerned mainly with the processing of primary products for export. Examples are the manufacture of plywood, coconut oil and copra by-products, passion-fruit juice and pulp, pyrethrins, and desiccated coconut. An increase in manufactured exports may be expected as production levels of the base commodities increase and as additional items of production are manufactured locally.

Manufacturing is still at an early stage of development. Many industries depend heavily on imported raw materials and indigenous involvement at entrepreneurial levels in larger manufacturing enterprises is not extensive.

At the present time indigenous persons have interests chiefly in sawmilling and small cottage industries. Scope, however, exists for increasing indigenous ownership through companies, partnerships and individual entrepreneurs as well as through co-operatives and joint ventures between indigenes and expatriates.

The geographic distribution of manufacturing industry has been influenced particularly by the existence of widely-separated markets and transport and communication difficulties. The tendency has been to establish small-scale factories or branch plants in the various major centres instead of one large plant enjoying economies of scale.

Only sawmilling, bakeries, cordial factories and joineries are distributed relatively evenly throughout the Territory.

Incentives and advantages available to prospective manufacturers in the Territory include:

- (a) Low rates of company taxation.
- (b) Ample supplies of labour suitable for training in routine manufacturing processes.
- (c) Duty free entry of plant and equipment and, where appropriate, producer materials.
- (d) A small but steadily increasing domestic market protected naturally by distance (and

high freight costs) from established manufacturing centres, and stimulated by increasing government and private expenditure on development projects.

(e) Agricultural commodities and forest products available for processing as well as other national resources such as large hydro-electricity potential and mineral and natural gas deposits.

(f) Taxation concessions may be granted to approved pioneer industries. Under the *Industrial Development (Incentives to Pioneer Industries) Ordinance 1965-69* complete exemption from Territory income tax may be granted to companies engaging in approved pioneer industries for their first 5 years of commercial operation. In addition dividends paid from the income of such companies is exempt from Territory income tax. The Australian Government may exempt from Australian income tax dividends paid from Territory pioneer income to Australian resident shareholders (companies or individuals). At 30 June 1970, 42 industries had been declared pioneer and 39 companies granted pioneer certificates.

Indigenous entrepreneurs receive advice in business management from the Business Advisory Service located in the main centres to encourage them to engage in manufacturing industries. The Development Bank is empowered to provide credit for indigenous enterprises where such credit is not readily available on reasonable terms and conditions from commercial banks.

### *Local Handicrafts and Small Industries*

A large number of indigenes are engaged in handicraft industries of various kinds. Production is expanding and local and export sales have increased. Goods produced include pottery, wooden masks, decorative utensils, carvings and basketry.

The ILO ceramics expert appointed under the United Nations Development Programme has completed his survey of the Territory of Papua and New Guinea to ascertain the potential for an indigenous ceramics industry. He is now training indigenous potters to produce better quality products suitable for commercial markets. His activities are centred on Madang in New Guinea.

A Highlands Wool Weaving Scheme centered on Goroka in the Territory of New Guinea has established groups of indigenous weavers in a number of villages throughout the Highlands. It is envisaged that similar



groups will be established in highland villages of Papua. These weavers produce a range of blankets, kolshirts, rugs and similar items which are sold to tourists and gift shops in the main towns of both Papua and New Guinea.

In the Western Highlands village people have been trained to make tea baskets from rattan. These are being supplied in increasing quantities to tea plantations in the area. Selo matting is being produced in various districts and is utilised in low-cost housing throughout the Territory.

#### *Tourist Industry*

The unique attractions of the Territory and improved facilities are bringing increasing numbers of tourists. Twenty-eight per cent more tourists visited the Territory in 1969-70 than in 1968-69, the South Pacific Games in August 1969 being a major attraction.

The availability of hotel accommodation in the main towns is increasing, and the standard of accommodation continues to improve. Further new hotels are planned.

The jet service between Sydney, Port Moresby, Manila and Hong Kong is bringing larger numbers of overseas visitors to the Territory. The convenience of tourists is also enhanced by more frequent air services from Australia and within the Territory, and by the introduction of turboprop aircraft on the Fiji-Solomon service which connects at Honiara with flights to Port Moresby.

The Papua and New Guinea Tourist Board, established in 1966 to promote the tourist industry, publishes pamphlets and posters for distribution to travel agents outside the Territory. With the Board's encouragement, regional tourist associations have been set up in Port Moresby, Rabaul, Lae, Madang and the Eastern Highlands to develop local attractions and to improve facilities for tourists. The Board has joined the Pacific Area Travel Association as a full government member, and the Territory's participation in international tourist activities is expected to increase in the years to come.

#### *Industrial Development*

The rate of industrial development continues to move strongly forward with the aid of increasing investments of private capital.

Measures to assist the growth of industry include tariff concessions on most imported plant and raw materials used in manufacturing, tariff protection for locally produced com-

modities where this is shown to be necessary, special rates of depreciation for income tax purposes and preference for locally-produced goods in government purchases.

The concessions available under the ordinance have continued to generate considerable interest from potential investors in industry and during the last year the following additional industries have been declared pioneer:

coconut shell and husk by-products, motor vehicle and road-transport equipment assembly; radio, audio and electronic equipment, asbestos cement products; ferro-cement hulls and other floating marine structures; tanning of leather; ceramic products; tyre re-lugging; wooden parquetry; stock feed.

Road, air and sea transport services and power and water supplies have kept abreast of the needs of industry.

#### *Fuel and Power Facilities*

*Electricity Supply.* Electricity is supplied in the principal towns of New Guinea by the Papua and New Guinea Electricity Commission, and to the smaller towns and stations by the Administration.

The Papua and New Guinea Electricity Commission was established by the *Papua and New Guinea Electricity Commission Ordinance* 1961-69. The Commission came into being on 1 July 1963 and took over the assets of the Electrical Undertakings Branch of the Papua and New Guinea Administration.

This Commission is a body corporate with perpetual succession and a common seal; it consists of a Commissioner and four associate Commissioners appointed by the Minister for External Territories on the recommendations of the Administrator.

Except for Lae and Goroka, the main New Guinea centres are supplied with diesel generated power. At Lae the Commission purchases hydro-generated power from Placer Development Ltd's stations at Bulolo. This is transmitted to Lae via a 66 kV transmission line. Due to the rapidly increasing demand at Lae, the Commission has had to install additional diesel capacity to meet peak-loads. At Goroka the Commission has also had to increase its diesel capacity, which augments the 400 kW base-load hydro-electric station there.

In addition to operating stations in the six main centres of the Territory, the Commission maintains seventy-nine minor power stations on behalf of the Administration.



Domestic Tariff				Zone					
				1	2	3	4	5	6
First 10 Units	..	..	..	12.50	12.50	12.50	12.50	13.25	13.25
Next 30 Units	..	..	..	6.67	6.67	7.56	7.56	8.11	9.05
Next 150 Units	..	..	..	3.75	4.38	4.74	5.50	6.55	7.31
Balance	..	..	..	2.50	3.00	3.75	4.50	5.25	6.00
General Tariff—									
First 50 Units	..	..	..	12.50	12.50	12.50	12.50	13.25	13.25
Next 200 Units	..	..	..	6.67	6.67	7.62	7.62	8.44	9.31
Next 400 Units	..	..	..	5.00	5.34	6.00	7.14	7.78	8.64
Next 4,000 Units	..	..	..	3.05	4.10	4.91	5.72	6.42	7.22
Balance	..	..	..	3.05	3.35	3.75	4.50	5.25	6.00

NOTES:

Tariff Zone 1—Not applicable to New Guinea centres.

Tariff Zone 2—Applies to Rabaul, Goroka, Lae and Madang.

Tariff Zone 3—Applies at Kavieng and Wewak.

Tariff Zones 4, 5 and 6—No consumers connected at these Tariff rates—As the Commission ‘takes over’ minor centres from the Administration, Zones 4, 5 and 6 will come into effect.

The Standards Association of Australia Wiring Rules have been adopted by the Commission for use within the Territory. By-Laws covering the licensing of electrical contractors and electricians are in force.

*Electricity Charges.* The Papua and New Guinea Electricity Commission Ordinances and By-Laws regulate electricity charges and the supply of electricity for lighting and other purposes. Electricity charges were not varied during the year. The present rates, expressed in cents per unit are as above.

*Installed Capacity*—The installed capacity of plant in the main centres at 30 June 1970 and the number of units generated during the year were:

			Installed capacity	Units generated
			kW	kWh
Diesel stations—				
Rabaul	..	..	4,160	15,731,290
Lae	..	..	5,570	30,613,720*
Madang	..	..	3,620	9,357,220
Wewak	..	..	2,300	6,244,120
Goroka	..	..	1,390	2,669,990
Kavieng	..	..	450	1,153,263
Total	..	..	17,490	65,769,603
Hydro stations—				
Goroka	..	..	400	2,930,964
Grand Total	..	..	17,890	68,700,567

\* Lae generation includes 25,668,500 units purchased from Placer Development Ltd under special agreement.

*Administration-Owned Stations* — Installed capacity of the seventy-nine Administration-owned stations is 4,920 kW approximately, including the hydro-electric station of 124 kW capacity at Mt Hagen.

*The Year's Activities.* Additional diesel generating plant was installed as follows:

*Lae*—the first of three 2,400 kW generating sets was placed on commercial load in May. The installation of a 530 kW set transferred from Port Moresby was completed in August. Installation of the second and third 2,400 kW sets is proceeding.

*Madang*—The commissioning took place in December of the 1,340 kW set, at a cost of \$154,000.

*Goroka*—A 392 kW generating set was commissioned in August, at a cost of \$55,000.

*Minor Centres*—Approximately 600 kW was installed in various centres during the year.

Distribution systems were extended in all centres, the greatest extensions occurring at Lae, Goroka and Rabaul.

*New Plants Ordered or in the Design Stage*

*Hydro-Electric*—An order has been placed for a 200 kW set now being manufactured in India, for installation at Goroka. Other ancilliary works are in hand to accommodate this additional set.

*Diesel*—A second 1,200 kW generator has been ordered for Rabaul.



In March, orders were placed for two 522 kW generators to be installed at Goroka.

#### *Future Development*

*Upper Ramu Hydro-Electric Scheme.* Detailed investigations and design work continued during the year on Stage 1 of the Upper Ramu Scheme.

Stage 1 consists of a diversion weir and vertical pressure shaft, underground power station with three 15,000 kW generators installed, situated on the Ramu River in the Eastern Highlands of New Guinea. Power will be supplied to Lae, Madang, Goroka, Mr Hagen and some intervening stations.

Negotiations also continued during the year with the I.B.R.D. for financial assistance for the scheme, but these are not yet conclusive. A further visit to the Territory by an I.B.R.D appraisal team is expected about September, 1970.

*Nebelyer River Scheme*—It was decided not to proceed with this scheme.

*Diesel Generation*—A decision was reached to establish a new power station at Kabaira Bay to supply Rabaul. The new station is expected to be commissioned by late 1972.

Design work is proceeding for the installation of additional large generators at both Lae and Madang in the immediate future years.

Further information on the generation of electricity and installed capacity is set out in Appendix XIII, Table 2.

## CHAPTER 9

### TRANSPORT AND COMMUNICATIONS

#### *Postal Services*

Postal Services in New Guinea are provided under the *Posts and Telegraphs Ordinance 1912-1916* (Papua, adopted) in its application to the Territory of New Guinea, and the *Postal (New Guinea) Regulations, 1959* (as amended).

Postal Services in Papua are provided under the *Posts and Telegraphs Ordinance 1912-1941* and the *Postal (Papua) Regulations, 1959* (as amended).

*Postal Facilities.* The Administration provides a full range of mail and postal services, except house-to-house deliveries by postmen. Mail is delivered by means of private bags, Post Office boxes and poste restante. As at 30 June

1970 there were 7,896 Post Office boxes and 347 private mail bag services in operation in the Territory. Facilities are available for registration of articles, cash-on-delivery parcel services within the Territory; insurance of parcels extending beyond the Territory and Australia's Territories, and provision for air letters and air parcels.

A complete list of Post Offices established in the Territory is shown at Appendix XV, Table I. During the financial year 1969-70 the following post offices were opened and closed:

#### *Opened:*

Kimbe, Asaro, Mumeng, Panguna, Taurama Barracks, Kabwum, Goldie River, Kiunga.

#### *Closed:*

Wasua, Kukipi.

Offices designated 'Non Official Post Offices' as referred to in past reports are now included in the same category as 'Agency Post Offices' as both are now operating under the same conditions and method of payment.

Details of postal articles handled are contained in Appendix XV, Table 2.

*Carriage of Mails.* Surface mails are conveyed to and from Australia by ship at approximately weekly intervals. However, on occasions, the number of ships arriving from Australia is more than one per week. There are also occasions where ships from Australia may not arrive for several weeks. Some ships from Asian ports call at Rabaul and other parts en route to Australia, and provide a surface mail link in addition to the regular Australia-New Guinea shipping service.

Airmail services operate to and from Brisbane, Sydney and Melbourne daily, and to and from Townsville and Cairns three times a week. Territory air mail is exchanged twice weekly with Hong Kong from Port Moresby.

In addition there are weekly services for the exchange of airmails between Lae and Honiara (British Solomon Islands Protectorate) and between Madang and Djayapura (West Irian).

Within the Territory, mails are conveyed principally by aircraft but small ships and road transport are also used. The larger Territory centres exchange mail daily. Outlying areas are served by light aircraft from the larger centres.

Direct parcel mail exchanges operate between the Territory, the United States of America and New Zealand.



*Postal Charges.* Internal surface rates of postage are prescribed from time to time. Since 14 February 1966 the rate of postage for letter-class mail was fixed at 5c per 2 ounces. Other rates apply for packets and parcels.

Letter-class articles of convenient weight, shape and size are conveyed by air, free of airmail fee, to the post office served by airmail nearest the office of destination, or by surface means, whichever is the quicker.

Packets not exceeding 1 pound in weight are carried by air if letter-class rate of postage is paid.

Parcels exceeding 1 pound but not over 22 pounds in weight are carried by air for 20c per pound.

All other classes of mail received from overseas and mail posted within Papua and New Guinea for delivery in overseas countries are transported by the first available road or ship service. Where there is no road or ship service, articles are conveyed by air.

Charges for Post Office Boxes range from \$2 to \$6 a year according to the size of the box. Private bag fees are \$3 per year.

In accordance with the rules of the Universal Postal Union governing international postal services, literature for the blind is exempted from all postal charges.

*New Issues of Postage Stamps.* In accordance with the Administration's stamp issuing policy, five special postage stamp issues were made during the year to mark historical anniversaries, to show Territory flora and fauna and to show the nations heritage in traditional art. Details of the issues are:

- (a) A set of four stamps showing orchids typical of the Territory in the Annual Flora and Fauna Conservation series for 1969.
- (b) A set of four stamps depicting traditional musical instruments consisting of two drums, pipes of pan and a rattle.
- (c) Early history of the Territory was traced through four stamps featuring a pre-historic rock carving, a map of New Guinea dating back to the 17th Century, and two sailing vessels, one showing a Masawa Canoe and the other the HMS Basilisk which was used in charting a large section of the coast of Papua.
- (d) One stamp to commemorate the 50th Anniversary of the International Labour Organisation was issued with a woman

potter as a central motif; this cottage industry is currently receiving technical aid from an ILO pottery expert.

(e) The last stamp issue for the year showed four birds of paradise in natural poses in the 1970 Flora and Fauna Conservation series.

(f) A 5c stamp featuring a stylised bird of paradise was issued for exclusive use in automatic stamp vending machines which were introduced on 24 September 1969.

*Telephone and Radio Telephone Services.*

Except for about 120 telephones in Bulolo, all internal telephone and radio telephone services are owned and operated by the Administration. All external telephone and radio telephone circuits are owned and operated by the Overseas Telecommunications Commission (Australia).

*Telephone Rates.* Rates charged for services are common throughout the Territories of Papua and New Guinea. Rentals for exclusive telephone services are as follows:

(i) *Measured Rate Service.* Subscribers connected to and within a radius of twenty-five miles of an exchange with unit fee automatic metering facilities and having access to the stated number of subscribers at the unit fee:

	<i>Per Annum</i>
Business and Residence:	\$
(a) From 1 to 2,000 subscribers . . . . .	27.00
(b) From 2,001 to 7,500 subscribers . . . . .	40.00

The unit fee is 6 cents.

(ii) *Flat Rate Service.* Subscribers connected to and within a radius of twenty-five miles of an exchange which is not equipped with unit fee automatic metering facilities and having access to the stated number of subscribers within that particular network:

	<i>Per Annum</i>
Business:	\$
(a) From 1 to 2,000 subscribers . . . . .	68.25
(b) From 2,001 to 7,500 subscribers . . . . .	90.00
Residence:	
(a) From 1 to 2,000 subscribers . . . . .	36.25
(b) From 2,001 to 7,500 subscribers . . . . .	54.00



Local calls are free.

Trunk line calls are charged on a zone system. The following charges apply:

Intra-zone: 30 cents for three minutes or part thereof.

From one zone network to an adjoining zone network: 60 cents for three minutes or part thereof.

From one zone network to other than an adjoining network: 90 cents for three minutes or part thereof.

Particular person call fees are also payable.

The trunk line telephone network of New Guinea is linked with that of Papua. The total number of trunk line calls originating within the Territory of Papua and New Guinea and handled via the Territory's internal telephone network during the year was some 404,000 and trunk calls originating in the Territory to overseas places was in the order of 96,000.

Trunk line service is available at Bulolo, Goroka, Kavieng, Kieta, Lae, Lorengau, Madang, Mendi, Mount Hagen, Rabaul, Sohano, Wau, Wewak, Toleap, Kainantu, Kundiawa and Vanimo.

Continuous telephone service is available at Goroka, Kavieng, Kieta, Kokopo, Lae, Madang, Mount Hagen, Rabaul, Wau, Wewak, Bulolo, Boram, Banz, Kagamuga and Toleap. Service on a limited basis is available at Finschhafen, Kundiawa, Lorengau, Mendi, Sohano, Vanimo, Namatanai and Kainantu.

A phonogram service by which telegrams may be telephoned from subscribers telephone service is available at Goroka, Kavieng, Kieta, Lae, Madang, Mount Hagen, Rabaul, Wewak, Boram and Kokopo.

### *Telegraph Services*

For radio telegraph purposes the Territory is divided into zones with control centres at Goroka, Kavieng, Kieta, Rabaul, Mount Hagen, Madang, Lae, Lorengau and Wewak.

The administration owns and operates all internal telegraph services. All external services are owned and operated by the Overseas Telecommunications Commission (Australia). The radio circuits operated by the Commission in the Territory of New Guinea are located at Lae and Rabaul.

The total number of telegraph messages originating in the Territory of Papua and New Guinea for the year was 784,803.

Details of services provided together with some traffic statistics are shown in Appendix XV, Tables 3, 4, and 5.

### *Planned Development*

The Department of Posts and Telegraphs is proceeding with its plans to upgrade all telephone, telegraph and trunk line services throughout the Territory. Broadly speaking, the planning is based upon an increase in demands for telephone services of approximately 15 per cent per annum. This includes a provision to overcome the present backlog as well as the need to provide for facilities to connect the local systems with reliable trunk circuits and with the Seacom Cable at Madang.

The provision of exchanges and reliable trunk circuits to meet the demands of development associated with copper mining on Bougainville, has been further added to the programme.

At present it is intended to construct a total of 47 telephone exchanges with a capacity of 25,550 lines by June 1974. Of these lines 21,810 will be connected with automatic exchanges and approximately 90 per cent of these connections will have long distance dialling facilities. Automatic systems are being progressively installed and it is expected that by the end of 1973-74 there will be approximately 1,000 telephone and 400 telegraph channels in operation. This increase in channels will also enable the introduction and expansion of a Territory-wide Telex service.

Financial assistance for the provision of these facilities will be given by the International Bank for Reconstruction and Development to the extent of \$6.3 million over the four years to 1971-72. This will be supplemented by Administration expenditure to the extent of approximately \$12 million.

### *Work completed July 1969-June 1970*

#### *(i) Exchange Installations Carried Out:*

<i>Centre</i>	<i>Type</i>	<i>Remarks</i>
Alotau	.. Automatic	.. Conversion from manual
Banz ..	.. Automatic	.. New Exchange
Minj ..	.. Automatic	.. New Exchange
Kerevat	.. Automatic	.. New Exchange
Kavieng	.. Automatic	.. Conversion from manual
Boram	.. Automatic	.. Extension
Rabaul	.. Automatic	.. Extension
Arawa	.. Manual	.. New Exchange (temporary)
Kagamuga	.. Automatic	.. New Exchange



(ii) *Other Telephone Exchange Development:*

A new manual assistance exchange for overseas trunk operating from Port Moresby was installed.

An extension of two trunk line positions for the Madang manual assistance exchange was completed.

Two additional trunk line positions were installed at Lae Telephone Exchange.

(iii) *Buildings completed 1969-70:*

Kundiawa Post Office, Telegraph Office and Telephone Exchange.

Mt Kiandi Radio Repeater Station.

Laloki Radio Monitoring Station.

Boroko Post Office Extension.

Banz, Minj and Kagamuga Telephone Exchanges.

Mt Hagen Transmitter Building.

(iv) *Buildings under construction at 30 June 1970:*

Mt. Hagen Telephone Exchange.

Goroka Telephone Exchange.

Departmental Workshops at Boroko.

(v) *Planned Exchange Development:*

Tenders have been let for the supply and installation of automatic crossbar type telephone exchanges at:

Goroka ..	..	1,000 lines
Mt. Hagen	..	1,000 lines
Wewak ..	..	600 lines
Boroko ..	..	1,000 lines
Madang ..	..	200 line extension
Kundiawa	..	200 lines
Kainantu	..	200 lines
Finschhafen	..	100 lines
Mendi ..	..	200 lines
Waigani ..	..	800 lines
Tapini ..	..	100 lines
Toleap ..	..	130 lines
Kerema ..	..	100 lines

An installation schedule has been prepared providing for completion of the above installations by June, 1972.

(vi) *Bougainville Telecommunications Development:*

To provide communications to the new towns of Arawa, Panguna and an industrial town on Bougainville which are developing to exploit the copper discovered at Panguna, the following additional buildings and Telephone Exchanges are to be provided during 1970-71:

*Buildings—*

Arawa	..	Post Office, Telegraph Office and Telephone Exchange Building.
Panguna	..	Post Office and telephone Exchange Building.
Industrial town	..	Telephone Exchange Building.
Kieta ..	..	Post Office and Telephone Exchange.

*Exchanges—*

Arawa	..	1,000 line capacity
Panguna	..	339 line capacity
Kieta ..	..	400 line capacity
Industrial town	..	200 line capacity

(vii) *Trunk Line and Telegraph Development.*

In preparation for the installation of the Territory-wide high quality trunk line systems, radio towers were erected at Boroko, Mount Kiande, Mount Lunaman, Banz, Sogeri, Mount Lawes and Kerevat Telephone Exchange. Mountain top sites were cleared at Mount Shungol, Mount Kegum and Mount Ialibu. Interim single channel VHF radio systems were installed between Alotau-Samarai and Kieta-Arawa.

The radio bearer was provided between Rabaul and Tomovatur and in 1970-71 the channeling equipment for 60 channels will be added to this bearer.

VHF subscribers services networks were provided at Popondetta and Kundiawa.

*Radio Broadcasting Services*

Medium and short wave programmes are broadcast to Papua from the Australian Broadcasting Commissions stations 9PA, VLK3, VLT4 and VLT9 at Port Moresby and to New Guinea by the Commission's station 9RB at Rabaul.

Administration broadcasting stations have been established using a power of 10 kW at Wewak (VL9CD) and Rabaul (VL9BR) in the Territory of New Guinea. One station using a power of 2 kW is operating at Kieta (VL9BA) and other stations using a power of 250 watts are operating in New Guinea at Goroka (VL9CG) and Mt Hagen (VL9CH). In the Territory of Papua, Daru (VL8BD) operates using a power of 10 kW while Samarai (VL8AS) and Kerema (VL8BK) operate



using a power of 250 watts. All Administration broadcasting stations operate in the short-wave band.

*Projected Broadcast Services.* Work continued on the installation of 2 kW transmitters at Kerema, Mt Hagen and Goroka. These transmitters will increase the broadcast transmitter power from 250 watts. New installations will be completed in 1970-71 of 2 kW broadcast transmitters at Lae and Madang.

### *Training*

The Department's residential Training College at Port Moresby continued presentation of courses to provide for a variety of Departmental careers.

In 1969-70 enrolments, including in-service training courses, totalled 326, the trainee categories being: postal office—93; postal clerk—24; postal management—6; telephonist—55; radio telephone operator—30; technician—68; linesman—22; cable jointer—28.

In courses that concluded during the year 83 trainees passed the qualifying examination for postal officer appointment; 14 qualified as postal clerks; 46 as telephonists; 18 as radio telephone operators and 6 as linesmen.

In 1970-71 a total of some 350 persons are expected to receive either full or part-time training at the College. These will consist of continuing trainees; trainees attending procedural and supervisory in-service courses; student recruits—technicians 25, linesmen 14, postal 30, telecommunications 36.

Effective graduations during 1970-71 are expected to be 68. This figure does not include serving officers who will advance from one designation to another by promotion as a result of graduating at a higher level through in-service training, e.g., postal officer qualifying as postal clerk.

### *Road Design*

The major expenditure of design effort in the year centred on the production of contract documents for three major Highland road projects comprising the Kundiawa-Minj and the Kudjip-Mt Hagen Sections of the South Wahgi Highway and the Mt Hagen-Togoba and the Kaupena-Aukura River Section of the Southern Highlands Highway.

Other contracts prepared included minor sub-divisional roadworks as well as major sub-divisional roadworks for Kimbe, West

New Britain. This latter project, in conjunction with the Kimbe-Nahavio Road of the Highway access to the West Nakanai Oil Palm Project is expected to utilise a pumice pavement with bitumen sealing of the surface due to the scarcity of more suitable pavement materials in the area.

Bridgework involved during the year included the Gogol River Bridge of 5 spans totalling 800 feet, the Wahgi River Bridge of 3 spans totalling 360 feet and the Turuk River Bridge of 3 spans totalling 110 feet together with others on the individual road projects.

A programme of standard bridge designs for both suspension and solid web girder bridges was commenced in order to provide more economical construction in outlying parts of the Territory for crossings to accommodate 7 ton, 10 ton and HS20 vehicle loads.

Many other road and bridge works in New Ireland, Bougainville, East and West Sepik, Morobe and Madang Districts have also been undertaken as investigations or complete designs.

Projects in Bougainville have been undertaken in conjunction with the Bougainville Copper Project.

The seven groupings are:

- |                         |    |   |
|-------------------------|----|---|
| (1) Urban               | .. | Town and sub-divisional roads.  |
| (2) Primary             | .. | Major roads with a scale pavement at least 18 ft wide and a formation of 28 ft.                                 |
| (3) Major Secondary     |    | Roads of a basic highway standard having a formation of at least 24 ft with a minimum formed pavement of 12 ft. |
| (4) Secondary           | .. | Similar to (3) but with formation between 20 ft-24 ft.  |
| (5) Feeder              | .. | Roads with 20 ft formation and 12 ft pavement generally adequate for speeds in excess of 25 mph.                |
| (6) Access              | .. | Generally unpaved or inadequately paved roads permitting access for majority of year.                           |
| (7) Intermittent Access |    | Roads of any standard not trafficable for extended periods.   |



### *Road Transport and Railway Services*

With the extension and improvement of the road system, road transport services continue to increase. The principal all-weather roads begin at the main ports, and road transport services now carry a significant volume of inward and outward traffic in adjacent areas.

Improvements to roads in the Highlands and other areas referred to above will allow the transportation of heavier loads over longer distances.

Details of motor vehicle and motor cycle registrations are set out in Appendix XV, Table 17.

There are no railways in the Territory and there are no plans for their introduction.

### *Air Transport Services*

Civil Aviation in the Territory is administered by the Commonwealth Department of Civil Aviation and operated in accordance with the standards and recommended practices of the International Civil Aviation Organisation.

*Operating Conditions.* Civil Aviation in New Guinea faces terrain and weather hazards not normally encountered in every day flying in other parts of the world. Because of the lack of suitable level sites it has been necessary in many instances to construct airstrips without regard to prevailing winds and surface slopes. Such strips are normally made from the natural surface and many are affected by even light rainfall.

These difficult conditions are offset in some measure by the requirement that a pilot must obtain a good knowledge of the route before acting as pilot-in-command, by the aptitude of Territory pilots in assessing weather conditions, particularly in the Highlands, and by special aids that have been developed on the spot. A comprehensive radio network between aerodromes and air traffic control centres ensures that reports on weather and airstrip surface conditions are available to pilots. Some air services operate in competition with surface transport, but in many cases they provide the only means of transport to otherwise inaccessible inland centres.

To ensure the safe, orderly and expeditious flow of air traffic in the Territory, the Department of Civil Aviation maintains airways operations centres at Port Moresby, Lae, Madang, Wewak, Goroka, Mount Hagen, Kavieng and Rabaul. Within the promulgated controlled airspace, air traffic control units

provide positive control of aircraft. In uncontrolled airspace, flight service units provide an aeronautical information service to all aircraft. Rescue Co-ordination centres are located at Port Moresby and Madang to provide bases from which searches for missing aircraft are co-ordinated.

The airways operation system functions as a protective umbrella over the whole of the Territory of Papua and New Guinea, under which the relative positions of all aircraft are recorded and the necessary flight planning information relating to weather, state of aerodromes and navigational facilities, is immediately available.

*Capacity and Routes.* A network of scheduled air services is provided throughout the Territory, and to adjacent islands, by the airlines supported by charter operators operating regular services under exemptions granted under Air Navigation Regulation 203. They now make up an extensive network of services to areas of low population density. Daily services are now provided by both airlines to the mainland with Boeing 727 jet aircraft. In addition there are flights by F27 aircraft connecting Papua to North Queensland. Two companies have been granted approval to carry their own primary products from North Queensland to the Territory.

International operations are the subject of agreement between the governments of the countries concerned. International services link Papua-New Guinea with Manila-Hong Kong, with B.S.I.P. and with Indonesia.

Lists of aerodromes in the Territory, the routes operated, the types of aircraft, frequency of services and other aviation information (including external services) are given in Appendix XV.

*Aircraft.* The types of aircraft used on internal and external services are listed in Appendix XV, Table 8.

*Fares and Freight Charges.* Tariffs for the carriage of passengers and cargo on scheduled services are set out in the operators' published timetables. These tariffs are subject to approval by the Minister for Civil Aviation.

*Ownership.* The Administration does not, at present, have any ownership participation in airline or charter companies. During the recent merger of Papuan Airlines and Ansett Airlines of Papua-New Guinea the Administration has, however, acquired the right to participate in Papuan Airlines Pty Ltd and to take up 20 per cent of the shares in the next three years.



*Investments.* Commonwealth Department of Civil Aviation investment in fixed assets at 30 June 1970 was:

During 1969-1970 capital expenditure by the Department of Civil Aviation for the Territory of New Guinea was \$551,950 and maintenance expenditure was \$1,145,922. Expenditure by the Administration on aerodromes in the period 1965-66 to 1969-70 was:

Capital investment by airlines, mainly of Australian origin, is substantial, as indicated by the following information on both fixed and current assets, relating to the Territory of New Guinea:

- Estimates of investments by these Airlines in fixed assets in the Trust Territory at 30 June 1970 were \$6,700,000 and \$2,335,638 respectively.

## Meteorological Services

Regional weather forecasts are broadcast daily from the Australian Broadcasting Commission Station 9PA Port Moresby and special services to shipping are available through VIG Port Moresby, VJZ Rabaul, VIV Madang, VJW Wewak, VJY Kavieng, VIJ Samari and VJV Lombrum. The Department of Civil Aviation, the Overseas Telecommunications Commission and the radio services of the Administration receive basic meteorological data for the Bureau of Meteorology, and broadcasts its forecasts.

Category	Number of reports daily	Number of stations
Synoptic and Climatological ..	{ 2	8
	{ 3	..
	{ 4	62
	{ 6	1
		<hr/>
		71
Rainfall* .. .. .	..	382

Stations reading daily rainfall:

- Forecasts for both territories were issued during the year as follows:

122



Further information on climatic conditions is to be found at Appendix XXIV.

### *Shipping Services*

Regular passenger and cargo services were maintained between the Territory and Australia, New Caledonia and the New Hebrides, where connections to North America can be made.

Oil products are transported to the Territory by tankers operated by major oil companies. Coastal tankers operated by these companies service small bulk oil installations at Wewak, and Kavieng from Lae, Madang and Rabaul.

An irregular service conveying liquid petroleum gas from Australia to Lae and Rabaul via Port Moresby is maintained.

Coastal services are maintained by small vessels operated by private owners, including missions and co-operatives. These vessels are employed mainly in carrying cargoes between the main ports and servicing plantations, but some passengers are also carried.

There are no restrictions on the grounds of nationality in regard to the use, ownership and operation of transport services. The only formalities in respect of the movement of passengers and goods are those which normally apply under the provisions of customs, immigration and quarantine ordinances.

Particulars of vessels which entered and cleared Territory ports, and tonnage of cargo handled during the year are given in Appendix XV, Tables 9 to 12.

### *Inland Waterways*

The use of rivers as a means of transportation has been insignificant in the past but during the last year the Fly River has been used for servicing the copper exploration project in the Star Mountains. Several thousand tons of fuel, equipment and supplies are being shipped to Kiunga each month.

It may be that the Sepik River will also be used as a means of servicing the Frieda River exploration project.

### *Ports and Facilities*

The Papua and New Guinea Harbours Board is responsible for the operation and control of the ports of Port Moresby, Samarai, Rabaul, Lae, Madang and Kavieng.

Wharves and port facilities have been kept in good repair during the year.

*Minor Ports.* Finschhafen and Sohano are smaller ports where ships load and discharge at anchorage. Overseas vessels do not usually anchor at Sohano itself but at Soraken, a short distance away. No repair facilities exist at these ports even for very small craft.

*Ports.* Capital expenditure on Administration ports during 1969-70 amounted to \$640,000 and the Works Programme for 1970-71 provides \$1,120,000.

Secondary overseas wharves at Kimbe and Wewak are under construction and are expected to be completed after mid 1971. Construction of a similar facility at Oro Bay will commence early in 1971. A wharf capable of taking small overseas vessels has been completed at Lorengau and at Kieta; a transit shed and other facilities have been added to the wharf constructed in 1967.

Activities resulting from the development of the Bougainville Copper deposits have resulted in extensive use of the Administration wharf at Kieta which is handling over 200,000 tons per annum. The Company port at Anewa Bay designed to berth bulk carriers and tankers is under construction.

The U.N.D.P. Transport Survey Report made many far-reaching recommendations concerning port development and these are being closely examined; many have already been implemented. In particular, it was proposed that long-term development programmes should be drawn up for all ports of any significance. To this end, in co-operation with the Harbours Board, studies have been carried out by consultants at the ports at Lae, Port Moresby, Kieta and Alotau. At Lae where throughput is increasing at a faster rate than anywhere in the Territory, the Harbours Board is already implementing the recommendations that additional covered storage, a tanker jetty, 400 ft overseas wharf extension and a coastal facility be provided.

*Harbours Board.* During 1969-70 major works carried out by the Harbours Board included the completion of an overseas wharf complex at Rabaul and additional covered storage at Port Moresby. Membership of the Harbours Board has been increased from the original three members to seven, thus providing wider geographical and sectional representation.

Capital Works expenditures undertaken by the Harbours Board totalled \$1,065,000 in 1969-70.



During 1968-69 the Board commissioned Consultants to report on development of the ports of Lae and Port Moresby.

Following the receipt of the Consultants' reports, both of which were adopted in principle, it is proposed that at Port Moresby a 500 ft berth, dredged to 36 ft will be constructed. The initial stage of investigation and design is scheduled to commence in 1971-72.

With regard to Lae, it is proposed, following recommendations by the Consultants:

- (a) To extend the existing wharf by 400 ft to the eastward.
- (b) To provide a dolphin berth for use of bulk tankers.
- (c) To conduct a feasibility study on a tidal basin as part of long-term development of the Port.

Investigation and design of (a) and (b) was commissioned in 1968-69.

It is also proposed that the construction of coastal shipping facilities will be commenced at Lae and the existing coastal facilities at Port Moresby and Rabaul will be improved during 1970-71.

*Lighthouses.* There are 68 lights to aid navigation in Papua and New Guinea waters. Six new lights were established during the year. There are 164 unlighted beacons around the coasts of Papua and New Guinea.

## CHAPTER 10

### PUBLIC WORKS AND OTHER CAPITAL EXPENDITURE

#### *Administrative Organisation*

A Works Planning and Management Section within the Treasury Department establishes priorities for the design of projects, draws up the Works Programme and allocates projects to the Constructing Authorities.

Responsibility for capital works and maintenance of assets for the Administration rests with the Department of Public Works and Commonwealth Department of Works. The activities of these two construction authorities are closely co-ordinated, especially at the technical level.

The Department of Public Works is the responsible authority for the execution of capital and maintenance works, both archi-

tectural and engineering except in the main centres of Port Moresby, Lae and Rabaul where the Commonwealth Department of Works accepts that responsibility. In Port Moresby and Rabaul Public Works Department is responsible for architectural maintenance only. There are some exceptions in the matter of special projects such as stream gauging and some specified major construction works which are allocated to the Commonwealth Department of Works in other than the centres aforementioned.

#### *Local Government Engineering*

During the period under review the Local Government Advisory Section within the Department of Public Works provided engineering assistance to forty-one councils and architectural assistance to sixteen councils.

The assistance sought by the councils extended from small structures such as stores and aid posts, etc., to major projects and in this respect sketch plans, costings, legal documents and working drawings were prepared for eight council chambers and offices and an office block, besides numerous service stations, taverns, markets, storage sheds, health clinics and housing.

Civil engineering advice continued to be provided in respect of water projects (82), bridges and wharves (28), contracts for road maintenance (2), contracts for airstrip maintenance (2). Due to the static position of the engineering staff, volume of work remained at the level of the previous year. The Section staff comprised Engineers 4, Architect 1, Senior Mechanical Adviser 1, Senior Civil Technical Officer 1, Senior Technical Field Officer 1, Architectural Draughtsmen 2, Technical Assistants and Apprentices 6, Bridge Carpenter 1, providing 67% of their time to New Guinea and 33% to Council projects in Papua.

Nominees from various Councils have undertaken training at the Public Works Training Centre at Plant Operator Overseer level. Additional information on Local Government Councils is given in Chapter 3, Part V.

#### *Works Activity*

In town areas construction must in general conform to modern practices and building regulations. In areas where it is not yet possible to carry out permanent public works, many structures are built by the people themselves



or in co-operation with local Government Councils, with the encouragement and guidance of Administration officers. To this end the Research Station attached to the Public Works Department has carried out 110 surveys for brickmaking material and to date bricks have been produced in 28 locations.

Throughout the Territory 120 overseas married quarters, 5 single quarters (two tenants each), 708 indigenous married quarters and 27 dormitories accommodating 402 single officers were completed. In addition, 96 overseas married quarters, 310 indigenous married quarters and 9 dormitories to accommodate 124 single officers were under construction.

During the year under review the activity of the Department continued to increase as indicated by the increase in expenditure shown in this Chapter of this Report. Improvements were carried out on most hospitals throughout the Territory and the increase in school building was maintained with work being carried out at the following high schools—Mt Hagen (Stage III), Kerowagi (Stage III), Goroka (Stage IV and V), Kar-Kar, Madang (Stage I), Brandi, Sepik (Stage VIII), Medina, New Ireland (Stage IV and V), Utu, New Ireland (Stage IV), Kimbe (Stage I), Hutjena, Bougainville (Stage II) and Buin (Stage I and II).

In addition to the above other major projects completed or commenced during the review period include two District Headquarters (Madang and Vanimo), two Public Works Department Depots (Kimbe and Kundiawa), two Post Offices (Madang and Kundiawa) and a slaughterhouse at Mt Hagen.

The wharf at Kieta was completed and two more are under construction at Wewak and Vanimo. Work has almost been completed on the Aropa (Kieta) airstrip.

During the latter half of the year loans totalling \$9,000,000 were negotiated with the International Development Association (\$4,500,000) and the International Bank for Reconstruction and Development (\$4,500,000). The loans are to help finance engineering and construction of about 93 miles of highways (and engineering of a further 134 miles of highways) as well as technical assistance.

One hundred and twenty miles of road were constructed throughout the Territory and classification and location of these are tabulated in Appendix 15, Table 13 of this Report.

*Expenditure*

Major items of expenditure on works and services, maintenance and capital purchases were:

Item							Year ended 30 June 1969	Year ended 30 June 1970
							\$	\$
Building Construction—								
Residences, hostels and quarters	..	..	..	..	..	..	2,457,884.04	3,126,169.84
Offices	..	..	..	..	..	..	82,635.35	475,439.69
Hospitals and ancillary buildings	..	..	..	..	..	..	783,734.54	135,909.06
Schools and ancillary buildings	..	..	..	..	..	..	1,388,101.41	1,598,254.35
Other buildings	..	..	..	..	..	..	913,247.91	1,677,008.38
Minor new works	..	..	..	..	..	..	372,796.04	378,014.65
Contingencies	..	..	..	..	..	..	78,028.36	37,190.84
Building Construction ..							6,076,427.65	7,427,986.81
Engineering Works and Services—								
Roads and bridges	..	..	..	..	..	..	3,271,487.92	4,191,621.95
Wharves and beacons	..	..	..	..	..	..	66,299.05	640,688.02
Aerodromes	..	..	..	..	..	..	351,717.40	666,835.81
Special projects	..	..	..	..	..	..	227,427.39	228,134.67
Rural development	..	..	..	..	..	..	382,134.79	671,177.13
Minor new works	..	..	..	..	..	..	286,942.05	269,962.44
Contingencies	..	..	..	..	..	..	59,998.95	48,032.10
Surveys, investigations and consultant services				..	..	..	1,212,393.10	1,177,437.22
Sewerage and sanitation	..	..	..	..	..	..	43,668.12	85,242.73
Water supply	..	..	..	..	..	..	159,454.81	168,401.78
Reclamation and drainage	..	..	..	..	..	..	14,211.00	3,841.30
Bougainville Capital Works	..	..	..	..	..	..	..	1,700,000.00
Engineering Works and Services ..							6,075,734.58	9,851,375.15



Item							Year ended 30 June 1969	Year ended 30 June 1970
							\$	\$
Electrical Undertakings—								
Power Houses and reticulation	..	..	..	..	..	..	110,603.60	486,253.50
Electrical Undertakings	..	..	..	..	..	..	110,603.60	486,253.50
TOTAL—CAPITAL WORKS AND SERVICES							12,262,765.83	17,765,615.46
General Maintenance—								
Buildings	..	..	..	..	..	..	1,124,916.54	1,335,404.92
Wharves and beacons	..	..	..	..	..	..	24,607.70	34,960.33
Roads and bridges	..	..	..	..	..	..	4,451,471.90	5,202,503.30
Minor Aerodromes	..	..	..	..	..	..	203,286.61	223,658.97
Refrigeration, air-conditioning, hot water systems and washing machines	..	..	..	..	..	..	137,625.93	176,373.22
Plant, machinery and equipment	..	..	..	..	..	..	776,615.37	1,030,092.58
General Maintenance	..	..	..	..	..	..	6,718,524.05	8,002,993.32
Maintenance of Services—								
Water supply, maintenance and operation	..	..	..	..	..	..	181,931.06	184,922.60
Sewerage, maintenance and operation	..	..	..	..	..	..	9,183.16	12,705.32
Institutional engineering services	..	..	..	..	..	..	122,743.19	170,366.07
Minor sawmills, maintenance and operation	..	..	..	..	..	..	..	..
Maintenance of Services	..	..	..	..	..	..	313,857.41	367,993.99
Electrical Undertakings—								
Electrical equipment	..	..	..	..	..	..	200,032.00	254,637.00
Minor power houses (operation)	..	..	..	..	..	..	266,196.72	297,788.58
Minor power houses (maintenance)	..	..	..	..	..	..	267,187.00	287,812.00
Training	..	..	..	..	..	..	7,000.00	..
Electrical Undertakings	..	..	..	..	..	..	740,415.72	840,237.58
TOTAL—GENERAL MAINTENANCE							7,772,797.18	9,211,224.89

## PART VII. SOCIAL ADVANCEMENT

### CHAPTER 1 GENERAL SOCIAL CONDITIONS

#### *Social and Religious Background and Customs of the Indigenous Inhabitants*

Information concerning the social and religious background and customs of the indigenous inhabitants is given in Part 1 of this Report.

#### *Non-Government Organisations*

Organisations, in addition to the various missionary societies which engage in work of a social nature, include the Red Cross Society,

the Boy Scouts and Girl Guide Associations, the Country Women's Association, the Young Men's and Young Women's Christian Association, the Apex, Lions, and Rotary Clubs, the Junior Chamber of Commerce, ex-service-men's organisations and various local social organisations including indigenous welfare societies, women's clubs, youth clubs and sporting clubs. Some of these organisations receive support from the Administration in the form of annual grants-in-aid and *ad hoc* grants.

A youth work organiser attached to the Department of Social Development and Home Affairs maintains liaison with non-governmental organisations in relation to their youth work



and providing advice and assistance. In conjunction with this he has the task of stimulating and programming Administration youth work.

Local social activities have been stimulated by the activities of indigenous and expatriate staff of the Division of Social Development in the Department of Social Development and Home Affairs, through welfare centres and through their other activities in close contact with the people. As well as receiving active encouragement from the Administration, local social organisations are often supported by local government councils. Women's clubs, the promotion of which is described in Chapter 3 of this Part, are particularly well established.

The work of the missions and of the various societies listed above is referred to in the appropriate sections of this Report.

The popularity of sporting activities continues to increase and persons of all races in the Territory are competing together to an increasing extent. Soccer, rugby, Australian Rules football, baseball and basketball are the most popular games and strong associations have been formed in most of the main centres. Inter-Territory matches are an annual event and participation in the South Pacific Games which were held in Fiji in 1963 Noumea, New Caledonia in 1966 and Port Moresby in 1969 has made competition much keener. Interest in track and field events is widespread and has led to improvements in training facilities and programmes.

The 3rd South Pacific Games, were held in Port Moresby in August 1969. The role of the host nation installed in the competitors a sense of national unity and the influx of many differing nationalities into the Territory has led to a greater understanding of the peoples of the Pacific Region.

Sports Development Boards have been established in all districts. They receive annual grants-in-aid from the Administration, which also makes funds available for basic engineering works needed to develop sports areas.

The Administration continues to support voluntary effort by the provision of funds and equipment and by training programmes. Centres established for community education courses are used by a wide variety of organisations and societies, and recreation centres at most localities provide a meeting place for a number of groups such as sports bodies, women's clubs and youth groups.

Training in youth and sporting activities is given by major voluntary agencies such as the YMCA and YWCA and courses have been held by the Youth Work Organiser at Teacher Training Colleges and the Police Training College (Port Moresby). Local government councils have sponsored trainees for courses in the development and control of sports and these young men are forming teams and establishing playing fields throughout the council areas.

## CHAPTER 2

### HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS

#### *General*

All elements of the population are secure in the enjoyment of human rights and fundamental freedoms with no discrimination on grounds of race, sex, language or religion. It is still considered necessary, however, to retain certain legislative provisions in order to protect the interests of the indigenous people in such fields as land acquisition and employment, the latter being subject to the *Native Employment Ordinance* 1958-1968.

Freedom of thought and conscience and the free exercise of religious worship are enjoyed by all inhabitants.

The Declaration of Human Rights is expounded and explained in schools. As English is taught and used in the schools, the Declaration has not been translated into the numerous local languages, but for the benefit of those among the adult population who have not been to school, it has been translated into Melanesian Pidgin.

The *Discriminatory Practices Ordinance* 1963 requires the holder of any licence, permit or other authority which authorises him to buy, sell or deal or trade in goods—including the holder of a license issued under the Liquor (Licensing) Ordinance and the Restaurants (Licensing) Ordinance—not to carry out, or permit to be carried out, any discriminatory practice in connection with or incidental to the business, the subject of the licence. It also provides that no person shall on licensed premises act or incite another to act in an offensive or provocative manner towards a person of a different race or colour.

No important judicial decisions concerning human rights were made during the year.



### *Slavery*

Slavery is expressly prohibited under the *Papua and New Guinea Act* 1949-1966 and there are no institutions or practices analogous to slavery, or resembling slavery in some of their effects, in the Territory. Forced labour is prohibited under the *Papua and New Guinea Act* except in special circumstances defined by the International Labour Organisation Convention concerning Forced or Compulsory Labour.

### *Right of Petition*

The right of petition is known to the inhabitants of the Territory and for many years the indigenous people have presented petitions and appeals to officers on patrol, to district commissioners and on occasions to the Administrator, when on tour. The right of petition to the United Nations has been exercised.

### *Restrictions*

Subject to non-interference with the rights of other citizens there are no restrictions on rights of assembly or the activity of any group or association. Indigenous inhabitants can move with complete freedom throughout the Territory of Papua and New Guinea.

The secrecy of correspondence is guaranteed under Posts and Telegraphs legislation and the criminal law.

### *Freedom of the Press*

All people in the Territory possess the right of free expression of opinion. Printing presses must be registered and printers and publishers must make, and register with the Registrar-General, affidavits giving the correct title of any newspaper, description of the building in which it is to be printed, and the names and addresses of the proprietor, printer and publisher. They must also enter into recognisances with sureties as security for the payment of any penalty incurred by reason of anything published in the paper, or of any damages for libel. There is no censorship, and subject only to the law relating to sedition and libel, the Administration does not exercise any control over the subject-matter of what is published in the Press.

### *Indigenous Religions*

The religious beliefs and practices of the indigenous people receive protection and consideration under the provisions of the law.

Legislation is levelled only at those magico-religious practices which are repugnant to the principles of morality and humanity. This matter is dealt with more fully under Part I of this report.

### *Missionary Activities*

No restrictions are imposed on missions or missionary authorities, other than such controls as the Administering Authority exercises for the maintenance of peace, order and good government. Further reference to missionary activities is made in the relevant sections of this report.

The estimates of adherents of the various religious groups in the Territories are no longer collected in the form reported previously. Appendix XXV, Table 1, shows the population by religious denominations at the 1966 census.

The Administration assists missionary organisations through financial grants-in-aid and a grant of supplies and equipment for their work in the fields of education and health. Particulars are given in the relevant sections of this report and in Appendix XXV.

In order to ascertain the extent of the financial resources available to religious organisations, the Administration compiled the data shown in Appendix XXV Tables 3 and 4. The data was obtained from questionnaires completed by religious organisations and supplemented by information from Administration Budgets and other official sources. The statistics do not include the operation of such non-secretarian, non-profit organisations as the Y.W.C.A., Y.M.C.A., Boy Scouts and Red Cross. To conform with United Nations recommendations concerning a system of National Accounts and because non-market production is significant, the estimates of total income and expenditure include a valuation of items which are not actually bought or sold, e.g. gifts of food.

Because of difficulties of collection and the independent fund-raising activities of individual clergy, the statistics shown in this Table should be regarded as approximations only and treated accordingly.

### *Adoption of Children*

Adoption of children in the Territory is now regulated by the *Adoption of Children Ordinance* 1968. Under the provisions of this



Ordinance the adopting parent or parents assume the same rights and responsibilities as if the child had been born to the adopting parent or parents in lawful wedlock. The Ordinance applies uniformly to all races.

Although the customary adoption practices of the indigenous people are still recognised by the Administration, the *Adoption of Children (Customary Adoptions) Ordinance* 1969 provides for the recognition by a local court of customary adoption where the parties concerned desire such recognition. The Court may issue a certificate either declaring that an adoption has been agreed to, together with the customary limitations or requirements at the time, or declare the termination of an adoption agreement. The indigenous people thus have three alternatives from which to choose when seeking to establish a new relationship between adoptive parents and children. They may continue in the widespread practice of adoption by mutual agreement, they may seek recognition by a local court or they may formalise the adoption by application to the Supreme Court under the provisions of the *Adoption of Children Ordinance*.

#### *Children Born Out of Wedlock*

The rights and status of indigenous persons born out of wedlock are determined by the customs of the community in which they live. To the knowledge of the Administering Authority no disabilities requiring legislative adjustment are placed on such persons in any community.

Non-indigenous persons born out of wedlock and not subsequently legitimated under the *Marriage Ordinance* 1963, which came into operation on 21 January 1965, are accorded the same civil rights and status as persons born in wedlock. In regard to private rights based on relationship, their position is distinguished, for instance, under the laws relating to devolution of property on intestacy.

#### *Immigration*

The control of immigration into the Territory is governed by the provisions of the *Migration Ordinance* 1963-1969.

All intending immigrants to the Territory of Papua and New Guinea are required to be in possession of a permit to enter the Territory or a passport which has been specifically endorsed for entry into the Territory in

accordance with the provisions of the *Migration Ordinance* and Regulations. No non-indigenous person has a prescriptive right of entry into the Territory. Any person who enters the Territory without a valid entry permit is, pursuant to Section 6 of the Ordinance, a prohibited immigrant. Further categories of persons deemed to be prohibited immigrants are specified in Section 14 of the Ordinance.

The Administering Authority adheres in its immigration policy to the main principles of the maintenance of a homogenous indigenous society. *Bona fide* visitors for holiday or business purposes who can satisfy normal immigration requirements of health and character and either possess a ticket to a destination beyond the Territory (or a return ticket), may be permitted to enter the Territory for a period appropriate to the purposes of their stay, but generally not exceeding three months in the first instance. This period may be extended upon application to the Administrator. Limited numbers of certain key professional and technical non-European workers required for essential Territory enterprises may be permitted to enter the Territory for a period not exceeding two years even though these workers may not come within normal immigration categories.

As a general rule no person may enter the Territory for permanent residence unless he is eligible in similar circumstances to enter Australia for permanent residence. Normal immigration requirements of health and character must be met. The applicants must also lodge a landing bond (\$140) with the Administration prior to entry and must have approved employment in which to engage or show evidence of possessing sufficient funds with which to maintain themselves whilst in the Territory.

Migration statistics are set out in Appendix XV Table 15.

### CHAPTER 3

## STATUS OF WOMEN

#### *General*

The status of women in Papuan and New Guinean society varies according to social groups, and a woman's influence in social matters is governed to some extent by such local circumstances as whether she lives after



marriage in her husband's village or that of her own group. Where inheritance of property is based on matrilineal descent the status of women may be higher than in patrilineal society. Generally women own and may inherit various forms of property. Women are not deprived of any essential human rights.

The status of women is rather higher in Papua and New Guinea than first impressions sometimes indicate. In traditional society the roles of men and women were different and complementary, and neither might enter the preserve of the other. Politically, women's activity did not have the same degree of publicity as those of the men and local leadership was nearly always confined to men. This was necessary in a society where warfare was an important function of leadership, but even then, the political system took women into account by means of discussions in the home and village, and their influence was not insignificant. With the elimination of warfare the traditional social system has remained, but is gradually being adapted to the new conditions. Local government legislation makes no distinction between men and women, so that the latter have the same responsibility to pay local government taxation as do men. It is a matter for each individual council when passing its tax rule each year to decide whether to set a rate for women and if so at what level. Women have the same rights as electors to local government councils as do men, and they have often stood as candidates for election.

Two Australian women are elected councillors in councils in the Trust Territory. Indigenous women have been councillors in the past in both the Territories of Papua and New Guinea, although the number is not great. Women are included equally with men on the electoral role for the House of Assembly.

Where women appear to have a harder life than men this is largely because they live in areas where peace has resulted in the virtual disappearance of the roles of fighting, protection and weapon-making, which formerly took up a great deal of the men's time, while there has been no corresponding diminution in women's work which is mainly directed towards the important tasks of food production and the care of young children. With the spread of education this disparity is being reduced, partly by men taking up paid employment, and partly through the expansion of cash cropping and other new forms of economic activity. That men in many areas now do less work than women is not generally a sign of

an inherently lower status of women, but of the fact that the institutions of a traditional society take time to adapt themselves to sudden changes in surrounding conditions. The relative pace of advancement among women compared with men reflects the fact that it is the men who mainly go out to work and who in general have contact with more diverse and advanced indigenous and expatriate elements of the population.

Nevertheless, with the developments which are taking place in indigenous society various changes are appearing in the attitudes adopted by and towards women. Perhaps the most significant reflection of the changing status of indigenous women has been the extent of the interest shown in the establishment and successful operation of maternity hospitals, welfare clinics and women's clubs, and the increasing number of girls attending school and receiving vocational training. Not only are the clinics well attended but more and more women are showing a preference for having their children born in hospital. Indigenous women working in these fields are developing high standards of skill. Others are undertaking full training as nurses and teachers and in other occupations. Women are taking an increasingly responsible part in local and central government elections; some have sought office; and some have represented the Territory at overseas conferences.

The rapid growth of towns is resulting in an acceleration of this process of emancipation. New housing settlements have tended to develop self-reliance and to free the urban dweller from the time-consuming labours of house building and subsistence gardening. More time is spent in community groups such as women's clubs and welfare societies, and there has been a marked increase in the numbers participating in sport. Many hundreds of indigenous women now play basketball and softball and there is a growing number of multi-racial teams.

There has been a noticeable adoption of western habits of child care and dress. Employment as housekeepers, housemaids, seamstresses and shop assistants, and in offices, schools and hospitals, has helped accelerate this trend. The educational opportunities for girls have helped produce a marked degree of self-confidence and changes in many social practices. More and more girls are thought to be including educational attainment among considerations when seeking marriage partners. The various organisations for the advancement



of women have produced an awareness of the political powers of women and this has also been stimulated by attendance of women at a number of overseas conferences.

### *Marriage Customs*

The *Marriage Ordinance* 1963 provides that each marriage between indigenous people which is in accordance with the custom prevailing in the tribe or group to which the parties to the marriage belong, shall be valid marriage. The Ordinance also provides that a magistrate may order that such a customary marriage may not take place if the woman objects to it. Marriage otherwise than in accordance with custom is regulated by this same Ordinance. It provides that the minimum age for a marriage is 18 years for a male and 16 years for a female. A judge or magistrate may authorise the marriage of a male of 16 to 18 years or a female of 14 to 16 years to a particular person of marriageable age upon application if, in his discretion, the circumstances of the case are so exceptional or unusual as to justify the granting of the authorisation sought. The consent of both parties is required for the celebration of a marriage, and parental consent is required for the marriage of a person under the age of 21 years.

In indigenous society there is considerable variation from group to group in marriage customs, including the minimum age for marriage. Marriage is generally considered to be a matter affecting the family or clan as much as the parties concerned and the individual wishes of the latter are therefore not the only determining factors. Marriages are usually arranged by the parents in consultation with the future bride and groom and other relatives, and political, social and economic considerations are all taken into account before a betrothal is arranged. There are also recognised means whereby an engagement can be broken should either party feel strongly against it.

The system sometimes called 'bride price' is general throughout most of the Territory. The custom should more properly be known as 'marriage gifts'. It usually involves an exchange of gifts between the relatives of the bride and groom. It is not a 'purchase' of the bride but a recognition of the marriage and of a new alliance between the kinship groups of the parties concerned. The custom operates so as to provide a measure of social control

lending stability to the marriage. In some areas, particularly those in which local government councils are operating, the people themselves have proposed the regulation and limitation of marriage gift transactions.

With economic, political, social and educational developments, and the spread of Christianity, emphasis is being shifted more and more towards individual choice in marriage, and in many areas young people refuse to consider any other factor. This sometimes leads to temporary instability as they often feel themselves at liberty to break off marriages by individual choice as readily as they contracted them, with little more reason than a minor domestic argument. This difficulty will be overcome, however, as people gain greater familiarity with the new conditions.

Generally speaking polyandry is not practised. Polygyny is widely practised but its incidence is decreasing. It forms an integral part of certain indigenous social systems which would be disrupted by its sudden prohibition. The only satisfactory method of reducing its incidence is by a gradual and fully integrated system of social change so that polygyny, as a preferred form of marriage, tends to disappear as the structure of society changes, and livelihood, prestige and power are no longer based on the old norms. Another factor which makes careful handling of this matter necessary is the need to safeguard the rights of women who have entered into polygynous marriages and of the children of such marriages.

### *Organisations for the Advancement of Women*

The main agencies for promoting women's activities have been the Administration and such voluntary organisations as the Christian missions, the Girl Guide Association and the Young Women's Christian Association. All conduct courses for the teaching of skills required in the home and in employment, at the same time encouraging acceptance of responsibility and development of leadership.

The Country Women's Association in Australia has continued to support the programme for the advancement of women in the Territory. In addition to liberal gifts of homecrafts training material and the 'adoption' of clubs, they provide a scholarship to enable a young woman to train at the Community Education Centre at Suva. Five scholarship holders have completed their training so far and a sixth



began her studies in January 1970. The Territory branches of the Country Women's Association also take an active interest in sponsoring local groups.

A Central Adult Education Council is responsible for co-ordinating and developing all adult education activities in the Territory. Both voluntary and Administration agencies concerned with the advancement of women are represented on the Council. The cost of adult education activities is borne by the Administration, through its relevant departments, and by the voluntary organisations concerned.

Two community development officers and thirty welfare officers, of whom fourteen are local officers, are stationed in the Trust Territory of New Guinea. In addition, there are eleven trainee welfare officers and seven welfare assistants in the Trust Territory. All these trainees and assistants are local officers. These welfare officers and assistants foster women's groups, give particular attention to ways in which the whole family may be involved in a club's activities, organise leadership training courses, cooking and sewing classes and sporting activities, give special assistance to women in urban housing settlements, and visit female prisoners in corrective institutions. In addition they carry out normal case work and counselling services.

Welfare centres which are used for club meetings, instruction classes, infant and maternal welfare clinics, and recreation and other community activities, have been built in all districts.

At 30 June 1970 there were 423 women's clubs distributed throughout the Trust Territory. In the New Ireland District, the women's clubs have joined together to form a District Association of Women's Clubs.

The aims of the clubs are to raise village living standards through instruction in hygiene, nutrition, cookery, sewing, home nursing and infant and maternal welfare; to provide leisure time activities through new and old crafts, sports and social activities; and to help women improve their way of life and provide them with a formal channel for the expression of opinions.

Formal courses are provided for welfare assistants and club leaders from all parts of the Territory of Papua and New Guinea at the training centre at Ahioma in Papua. All training courses deal with simple principles of group work, the functions of clubs, meeting procedure, work of office bearers, programme

construction, programme content, cooking, sewing, child care, recreation and the use of such aids as flannelgraphs. Selected trainees also attend the Community Education Centre at Suva, Fiji, which is conducted by the South Pacific Commission in conjunction with the United Nations Food and Agriculture Organisation.

The United Church Women of America donated \$US20,000 to erect a Women's Training Centre at Kundiawa in the Chimbu District.

A programme of community education courses usually attended by married couples was started in January 1961 when the first course was conducted at Vunadadir. Since then simple training centres have been established in all districts of Papua and New Guinea and courses held at many places, including stations, council chambers and villages. A total of 7,210 persons have attended 225 such courses in both Territories.

The influence of local government councils in raising the status of women is most marked. Not only are councils encouraging the promotion of women's groups by grants of equipment and transport and the employment of welfare assistants, but they foster women's wider interests.

The broadcasting stations conducted by the Australian Broadcasting Commission and the Administration feature regular programmes for women in English, Police Motu and Melanesian Pidgin.

The news-sheet 'Our News' devotes sections to women's interests. Pamphlets, posters and booklets prepared from time to time on particular matters, are distributed to clubs.

Equal pay for the same or like work has applied to local female officers of the public service of the Territory from 1 July 1969. Further details concerning this are set out in Part V, Chapter 4 of this report.

## CHAPTER 4

### LABOUR

#### *Labour Legislation*

The following legislation is administered by the Department of Labour:

*The Native Employment Ordinance 1958-1967*

*The Transactions With Natives Ordinance 1958-1963 (in part)*



The *Workers' Compensation Ordinance* 1958-1969

The *Industrial Safety, Health and Welfare Ordinance* 1961-1969

The *Apprenticeship Ordinance* 1967

The *Apprentices (Categories of Apprenticeship Trades) Ordinance* 1970

The *Industrial Organizations Ordinance* 1962-1970

The *Industrial Relations Ordinance* 1962-1970

The *Employment Placement Service Ordinance* 1966

The *Weights and Measures Ordinance* 1951

The *Explosives Ordinance* 1953-1968

The *Inflammable Liquid Ordinance* 1953-1967

The *Trade Licensing Ordinance* 1969

Other labour legislation includes the *Marking of Weight on Heavy Packages Ordinance* 1971, the *Seaman (Unemployment Indemnity) Ordinance* 1951-1953, the *Minimum Age (Sea) Ordinance* 1957-1962, the *Mines and Works Regulation (New Guinea) Ordinance* 1935-1962, and legislation governing employment in the public service, the police force, corrective institutions and the fire brigade. Further information on conditions of employment in the public service, police force and corrective institutions is contained in the relevant chapters of this Report.

### *Policy Aims and Objectives*

In the early post-war years, labour policy was based largely on the fact that most indigenous wage-earners were illiterate and were employed in unskilled or low-skilled occupations. In the earlier period, policy was directed to maintaining village life and the attachment of the Papuan and New Guinean to his land. In 1956 the aims of the labour policy were summarised as follows:

(a) to advance the general policy for the political, economic, social and educational advancement of the inhabitants of the Territory; the development of the Territory's resources; and the maintenance of good order and government; particularly through

(i) control of the nature and rate of social change among the indigenous people;

(ii) education of the indigenous people;

(iii) promotion of an association between the non-indigenous and indigenous communities favourable to the people's own advancement and good relations between the races;

(iv) the association of both non-indigenous people and indigenous people in the development of the resources of the Territory in order to sustain a high standard of living and improved services;

(b) to protect the worker against unfair treatment, damage to his health or deterioration in his traditional standards; and

(c) to ensure that the employer and worker honour their obligations.

Measures relating to apprenticeship, industrial safety, minimum age for employment, workers' compensation and protection of workers entering into job contracts, have been introduced in the last decade. In recognition of the growing number of freely engaged labourers working away from village areas and capable to a large extent of protecting their own interests under the changed social conditions, a completely new Native Employment Ordinance was introduced in 1958 providing for improved working conditions, housing standards and increased minimum wages for indigenous workers. About the same time the growing awareness and interest of urban workers in negotiating their own terms and conditions of employment led to an expansion of the aims of labour policy to include the following principles:

(a) facilitation of the growth of industrial organisations and provision for their legal recognition;

(b) encouragement of good industrial relations;

(c) provision of an orderly method for the determination of wages and terms of employment;

(d) assistance in ensuring that the worker has stable employment and that industry has efficient labour;

(e) provision and encouragement of technical and vocational training directly related to the prospective market for labour; and

(f) protection and compensation in respect of all occupational hazards.

Legislation providing for the rights of association and industrial negotiation for all workers was introduced in 1962.



The Department of Labour is responsible for supervising the employment conditions of all indigenous and non-indigenous workers other than such categories of workers as those directly engaged in the public service, the police force, the fire brigade and enlisted personnel of the defence forces. It has the following principal functions:

- (a) the control of the registration of employee and employer organisations and the provision of the necessary registry facilities;
- (b) the development and encouragement of negotiations between employees and employers and their associations at the individual employer and industry level and the provision of conciliation facilities;
- (c) the establishment of a system of consultation between the Administration and representatives of employees and employers on labour legislation and other industrial matters;
- (d) provision of an employment placement service, a vocational guidance service (together with the Department of Education) and a personnel management service to employers, and assistance and advice on health, welfare and safety matters;
- (e) the administration of legislation relating to employment in the Territory;
- (f) research into such labour matters as employment requirements, patterns and levels of wages and conditions of service, and means of promoting industrial safety, health and welfare;
- (g) the provision of advice on industrial and commercial training;
- (h) labour inspection; and
- (i) advice to workers on the formation of industrial organisations and on industrial relations matters.

At 30 June 1970 the following district staff (both indigenous and expatriate) were employed in the Territory of New Guinea:

Principal Industrial Officer	..	1	
Regional Labour Officers	..	3	
Senior Industrial Training Officer		1	
Labour Inspectors	.. ..	16	(a)
Assistant Industrial Relations Officer		2	(b)
Employment Officers	.. ..	11	(b)
Other Indigenous staff	.. ..	21	
		<hr/>	
		55	

(a) Two of these positions are filled by local officers.

(b) All but one of these positions are filled by local officers.

A senior Industrial Training Officer, a Training Officer and an Assistant Training Officer are on the headquarters staff at Port Moresby. Part of their duties relate to New Guinea. The latter two positions are filled by local officers.

A Regional Labour Officers' workshop was held to provide an avenue for the exchange of ideas and discussion on problems which occur at regional levels.

### *Research and Planning*

The Research and Planning Division is responsible for economic research and planning in relation to the Territory labour market, and the development of labour policy, for servicing functional divisions of the Department in their research requirements and for undertaking surveys and special projects in the labour field. During the financial year 1969-70 attention was focussed on:

Labour problems in the Highlands coffee industry.

The implementation of an improved placement system.

An income and expenditure survey of certain indigenous officers of the Public Service.

The preparation of background material and submissions for *ad hoc* committees or bodies such as the Board of Inquiry into Rural Wages.

The research and preparation of material for other Administration departments and for private organisations and interested persons.

The collection of annual employment statistics.

Financial aspects of the Indigenous Training Incentive Scheme.

Design and processing of a survey of police accommodation throughout the Territory.

*Manpower Planning Unit.* The activities of the Manpower Planning Unit are concentrated on the following functions:

(i) Analyses of the manpower implications of the economic development programme; and

(ii) designing of an immediate and long-term human resources development plan.



Analytical projections of the Territory's monetary sector work force were completed. In addition, projections were made of technical manpower needs for development, and of high level manpower supply and demand. All projections are continuously reviewed and updated.

A complete manpower classification of the monetary sector work force, cross-classified by industry and by occupation, was completed. A comprehensive time series of data on enrolments, terminations and completions in Territory post-secondary training institutions dating from their establishment, was published as 'Post-Secondary Training in Papua and New Guinea—A Statistical Compendium'.

The manpower aspects of large-scale mining operations are regularly assessed in terms of their implications for the total Territory manpower situations.

A major vocational and industrial training project was initiated with assistance from the United Nations and is expected to commence soon. This project is aimed at the post-apprenticeship level and will focus on the training of technical instructors, foremen, supervisors and technicians and small entrepreneurs in the service industries.

Research projects being undertaken are the analysis of the relationship between pre-employment training and actual occupational demand and a study of employment expectations and realisations of Form IV secondary school leavers.

One particular research project, essentially long-term, is the analysis of the relationship between pre-employment training and actual occupational demand. Other research is carried out as resources permit.

#### *Opportunities for Employment*

There has been a steady increase in the number of indigenous people engaged in wage employment in recent years. In addition a much greater proportion of the population has been engaged in the growing of cash crops and in modified forms of the traditional subsistence agriculture.

The most marked change in wage employment in recent years has been in the increasing proportion of workers in urban areas relative to workers in rural employment. The

increase has been mainly in manufacturing, commerce and the public service. However, the numbers employed in both urban and rural sections have increased absolutely.

Statistics on numbers in employment are given at Appendix XVII of this Report.

#### *Unemployment and Employment Placement*

Unemployment, while unknown in the rural sector, occurs in major urban centres and is accentuated by the drift to towns.

The Employment Placement Service conducted by the Department of Labour endeavours to find the most appropriate employment for job-seekers. Employment Officers maintain contact with both employers and employees and record particulars of vacancies notified by employers. The use of the service is increasing and a counselling service has been inaugurated to process higher level employment applications.

A total of 1,621 technical and secondary school leavers were processed during the year. This is a special project outside the normal employment service where 17,266 applicants were registered, of whom 5,238 were placed from 6,610 vacancies notified.

A careers manual including industrial and commercial background descriptions and description of job occupations has been published. This manual will be distributed to schools for the information and guidance of school leavers this year.

#### *Terms and Conditions of Employment*

The basic legislation governing terms and conditions of employment is the *Native Employment Ordinance 1958-1967* which lays down a comprehensive employment code and includes provisions covering the issue of clothing, food and other items of equipment, the provisions of housing, messing, ablution, cooking and latrine facilities for employees and accompanying dependants; the payment of camping and food allowances, the supply and maintenance of tools of trade by employers (or alternatively payment of a tool allowance to employees), the provision of medical attention, notice of dismissal, recreation and long service leave.

The Ordinance provides for the following classes of indigenous workers.



*Agreement Workers (Classes 1 and 2).* Class 1 is composed of single men or men who are not accompanied by their wives and families. The maximum period of employment for this group is two years, although married men who are joined by their wives and families during the period of agreement may enter into a further agreement for a maximum additional period of two years. Class 2 is composed of married men accompanied by dependants. Men in this group may engage for a period of up to three years, with the option of re-engaging at the expiry of the agreement for a further two years giving a maximum of five years. Except for the cases of immediate re-engagement referred to above, a lapse of at least three months must take place between successive agreements entered into by either class of worker.

An agreement may be terminated before the date of expiry on application by either party to a court or an employment officer under conditions specified in the Ordinance. Subject to proclamations directed at regulating the employment of indigenous workers from or in certain areas, an agreement worker may be employed anywhere within the Territory. Agreement workers (and their wives and children if they accompany them with the consent of the employer) are provided with free transport and sustenance from the place of engagement to the place of employment, and to their home on completion of the agreement.

Civil remedies are open to both parties for breach of agreement. Details of the action taken in relation to breaches of agreement are contained in Tables 7, 8, 9 and 10 of Appendix XVII.

*Casual Workers.* The term 'Casual' is used in the Ordinance for workers who are employed without written agreement and with no time limit on their employment. In fact they are often employed on a long-term basis. When a casual worker has completed six months' continuous service with the same employer, the employer or the casual worker shall give one week's notice to the other of his intention to terminate.

Casual workers may be employed anywhere in the Territory, subject only to proclamations directed at regulating the employment of indigenous persons from or in certain areas.

*Hours of Work.* The maximum number of hours of work per week before overtime is involved is 44, from Monday to Saturday

inclusive, with a break of one hour after each period of four hours' work (or a break of one hour after five hours work where a tea break of not less than 10 minutes has been given during the five hours). Employees other than shift workers must be given a rest period of at least 24 consecutive hours in every week, while shift workers must be given, in every period of 28 days, rest periods which in the aggregate total not less than 96 hours and which in each instance shall not be less than 24 consecutive hours.

All work in excess of 8 hours in any one day from Monday to Friday, and all work on Saturday afternoon, Sunday or on a public holiday is treated as overtime for which special rates are paid. Overtime for shift workers is all time worked in excess of 8 hours in any one day, all time worked on a public holiday and all time worked in excess of 44 hours in any period of 7 days. In lieu of paying overtime, an employer may allow the employee time off during normal working hours. Such time off must be granted not later than one week after the last day of the month in which the overtime is worked. Except in emergencies the maximum hours including overtime may not exceed 12.

*Medical Inspection and Treatment.* The Native Employment Ordinance provides that a prospective employee shall undergo a medical examination before entering into a written agreement for employment and upon termination of the agreement. An employer is required to provide free medical treatment at the place of employment for all his employees and for the wives and children accompanying them and to take all reasonable precautionary measures to safeguard their health. An employer is also required to transfer workers and dependants to an approved hospital for treatment when necessary. In addition Administration medical officers and medical assistants carry out periodic examinations of workers and dependants at the place of employment.

Special medical safeguards are prescribed for workers from high altitude areas (above 3,500 feet) who proceed to places of employment at altitudes below that level. Before entering employment they are medically examined and vaccinated against tuberculosis. During employment they receive malarial prophylactics. On termination of their employment they undergo a further medical examination before returning to their homes.



No illnesses or deaths among indigenous workers attributable to occupational diseases were reported during the year. Industrial accidents reported during the year are shown at Table 5 of Appendix XVII.

*Housing.* The Native Employment Ordinance prescribes the types and minimum standards and dimensions of houses for accommodation of indigenous employees and their accompanying dependants.

*Employment of Women and Juveniles.* Provisions in the Native Employment Ordinance cover the employment of females and protect their health and welfare. Women may be employed under agreement for a specified two-year maximum period in occupations, e.g. nursing, teaching and domestic service and as casual workers in these and other specified occupations, e.g. clerical work, factory work and cocoa, coffee and tea picking. Females in career occupations are employed by both Government and private enterprise. The agreement system is not used under these circumstances. Employment in heavy labour is prohibited and provision is made for the granting of maternity leave of absence and for rest periods. Minimum wages for females are the same as those for males.

The Apprenticeship Ordinance prescribes a minimum age of 15 years for the employment of apprentices. The Minimum Age (Sea) Ordinance prescribes a minimum age of 14 years for service at sea, subject to the written permission of the Director of Education or an officer authorised by him. Under the provisions of the Native Employment Ordinance, the minimum age for employment is 16 years, except in accordance with an exemption issued by the Secretary for Labour when the minimum age for employment of a local person is 14 years. Such an exemption may not be made for agreement work or for heavy labour.

*Underground and Night Work.* The Native Employment Ordinance applies to local workers employed in mining and this Ordinance and the Mines and Works Regulation Ordinance cover the regulation and inspection of mines and works, including the conditions of employment in underground workings. The legislation excludes women and juveniles from employment underground.

There are very few undertakings which operate regularly at night and such work is almost entirely restricted to taxi driving, load-

ing and unloading ships, attending copra driers, operating telephone and radio services and police and hospital duties.

*Industrial Home Work.* There is no industrial home work apart from local handicrafts manufacture in some areas.

*Job Contract.* The *Transactions with Natives Ordinance* 1958-1963 gives protection to local persons entering into job contracts by ensuring that both parties are aware of the nature of the contract and the requirements for its performance. Contracts, except those of a minor nature as specified in the Ordinance, are required to be in writing unless a District Commissioner or Deputy District Commissioner grants a written exemption, and are subject to inspection by Labour Inspectors. The Administrator has power under the Ordinance to control grants or payments to a contractor of goods or commodities in lieu of money, advances in either cash or kind and the granting of credit.

*Recruitment of Workers.* Workers are free to choose the occupation in which they wish to work. Workers may be engaged by employers or by native employment agents licensed by an inspector.

Special health conditions (described earlier in this chapter) apply to the engagement of workers from high altitude areas (above 3,500 feet) and Administration officers ensure observance of the measures prescribed.

#### *Remuneration*

Wages must be paid in coin or notes which are legal tender in the Territory.

*Native Employment Ordinance.* At least one-half of the wages of an agreement worker Class 1 and at least one-third of the wages of an agreement worker Class 2 must be deferred during the first two years of the agreement. If he has part of his agreement still current or has entered into a continuing agreement, he may elect to have part or all of the deferred wages already accrued paid to him. The worker may also elect that under the agreement or continuing agreement his entire wage be paid to him as current wages. An advance against deferred wages, not exceeding half the total deferred wages at any one time, may be paid to the employee for urgent reasons. Casual workers must be paid their cash wages in full at lunar-monthly or more frequent intervals.



The prescribed minimum cash wage is \$52 a year for an employee who has completed less than one year of continuous service, \$58.50 for an employee who has had more than one but not more than two years of continuous service with the same employer and \$65 a year for an employee who has had more than two years continuous service with the same employer. Persons employed in heavy labour are paid an additional allowance of \$13 a year, and an allowance at the rate of \$6.50 a year is payable to men working under 'camp' conditions.

These cash wages and allowances are in addition to the free provision of accommodation, medical attention, food, clothing, cooking and eating utensils, blankets, towels, soap, tobacco, matches and such other articles as are prescribed for the worker and his accompanying dependants.

The monetary value of food, clothing and other prescribed free issues varies from time to time and from place to place. The Ordinance provides that for overtime purposes it be valued at \$143 per year for a worker.

As a rule the minimum wage is acceptable only to unskilled workers entering the employment market for the first time and many skilled and experienced workers are able to command wages in excess of the minimum.

For the purposes of calculating overtime payments the prescribed annual value of food, clothing and other articles is added to the annual cash wage. Time and one-half is payable for ordinary overtime (minimum hourly rate of 15 cents), double time for Sundays (minimum hourly rate of 20 cents) and single time for holiday overtime (minimum hourly rate of 10 cents) on the basis that the normal monthly wage includes payment for holidays. An employee may be given time off in lieu of overtime payments. Payment for 'stand-by' duty at one-tenth of the hourly rate and for 'call-out' duty at normal overtime rates plus 20c an hour is also prescribed. Where the period of 'call-out' duty is less than three hours, overtime for three hours is paid.

Workers employed under a normal verbal contract are paid for public holidays which occur during their employment or on the day immediately following termination of their employment.

The prescribed free issue of rations at daily and weekly intervals provide a wide range of alternative foods for employees and their accompanying dependants. The scale, which is set out in the Fourth Schedule to the Native Employment Ordinance, was drawn up by nutritional experts in collaboration with the Department of Public Health. An agreement worker who is competent to purchase a balanced diet or who has an ample supply of locally-produced foods available to him may be issued by the inspector with a permit to enable him to be paid a monetary allowance in lieu of rations for himself and his accompanying dependants, calculated on average retail prices appropriate to the area where he is employed. A ration allowance may be paid to a casual worker (without a ration allowance permit) where the employer and the worker mutually agree to such a payment.

There is no provision for compulsory saving other than the deferred wages system for agreement workers. Deductions from deferred wages may be authorised only by a court, upon application by an employer, where the employee has committed a breach of an agreement. There is no provision for seizure on the basis of a court judgment.

### *Industrial Agreements*

In New Guinea, General Employment Agreements are in force in Lae, Goroka, Mt Hagen, Madang, Wewak, Kavieng, and Rabaul whilst an Urban Cash Wage Agreement is in force in Lorengau. These agreements apply to all workers employed by members of the Employers' Federation regardless of whether or not they are members of a Workers' Organisation other than those employees directly engaged in primary production, domestic duties, stevedoring operations or in shipping services. The agreements cover annual and sick leave entitlements and rates of pay and conditions of employment for workers in those areas. In all cases the agreements were negotiated between the Employers' Federation of Papua-New Guinea and the local Workers' Association.

An agreement is in force in Lombrum negotiated between the Department of the Navy 'H.M.A.S. Tarangau' and the Naval Civilian branch of the Manus District Workers' Association.



The Rabaul agreement has been declared a Common Rule by the Administrator's Executive Council.

Boards of Reference have been appointed under the Rabaul, Madang, Kavieng, Goroka, Lorengau, Wewak and Lombrum agreements and have determined a variety of occupations. Under the Rabaul, Madang, Kavieng, Goroka and Wewak agreements occupations are classified from Class 1 to Class 7 whilst under the Lorengau agreement occupations are classified as Grade 'A' and Grade 'B'. The Naval Civilian Workers' agreement at Lombrum has classifications from Class 1 to Class 3 and provides for a Senior Class. The Board of Reference appointed under the Rabaul Shipping Award has determined occupations and made various classifications for ships' crews.

Agreements relating to rates of pay and conditions of employment for stevedoring workers are in force at the ports of Rabaul, Kieta, Kavieng, Wewak, Lae and Madang and an agreement relating to the rates of pay and conditions of employment of ships' crews is in force at Rabaul.

In Wau/Bulolo an agreement has been made between the Employers' Federation of Papua-New Guinea and the Timber Industry Workers' Association to cover the rates of pay and conditions of employment for employees engaged in the timber industry only, and includes classifications for qualified tradesmen.

The agreement in force in the West New Britain District between Thompson and Wright Pty Ltd and employees of the company, regulates rates of pay and conditions of employment for those employees engaged in the timber industry in that area.

An agreement between Teperoi Timbers Pty Ltd and employees of the company regulates rates of pay and conditions of employment for those employees who are engaged in the timber industry in the Wakanai area of the Bougainville District.

An agreement between the Employers' Federation of Papua-New Guinea and employees of the Goldore Timber Co., in the Vanimo area regulates rates of pay and conditions of employment for employees engaged in the timber industry. The three preceding timber industry agreements apply to workers other than apprentices engaged under the *Apprenticeship Ordinance* 1967.

Boards of Reference appointed under the Timber Industry Agreements have determined a variety of occupations and classified these as Grade 1, Grade 2, and Grade 3.

*Rates of Pay.* The minimum rates of pay for all agreements in force in New Guinea are as follows:

				per week \$
1. <i>Urban workers</i>				
(i) Rabaul, Madang, Wewak				
Unskilled, unmarried juniors under the age of 19 years				
1st year	..	..	..	6.25
2nd year	..	..	..	6.50
3rd year	..	..	..	6.75
Unskilled adults and married male juniors				
1st year	..	..	..	7.00
2nd year	..	..	..	7.25
3rd year	..	..	..	7.50
Class 1 occupations				
1st year	..	..	..	7.75
2nd year	..	..	..	8.00
3rd year	..	..	..	8.25
Class 2 occupations				
1st year	..	..	..	8.75
2nd year	..	..	..	9.75
3rd year	..	..	..	10.75
Class 3 occupations				
1st year	..	..	..	11.50
2nd year	..	..	..	12.50
3rd year	..	..	..	13.50
Class 4 occupations				
1st year	..	..	..	15.50
2nd year	..	..	..	16.50
3rd year	..	..	..	17.50
Class 5 occupations				
1st year	..	..	..	17.00
2nd year	..	..	..	17.50
3rd year	..	..	..	18.00
Class 6 occupations				
1st year	..	..	..	20.00
2nd year	..	..	..	21.00
3rd year	..	..	..	22.00
Class 7 occupations				
1st year	..	..	..	21.00
2nd year	..	..	..	22.00
3rd year	..	..	..	23.00



	per week				per week		
	\$				\$		
(ii) Mount Hagen, Goroka				Class 2 occupations			
Unskilled, unmarried juniors under the age of 19 years				1st year .. ..	8.00		
unskilled adults and married juniors				2nd year .. ..	9.00		
				3rd year .. ..	10.00		
1st year .. ..				Class 3 occupations			
2nd year .. ..				1st year .. ..	11.50		
3rd year .. ..				2nd year .. ..	12.50		
				3rd year .. ..	13.50		
Class 1 occupations				Class 4 occupations			
1st year .. ..				1st year .. ..	15.50		
2nd year .. ..				2nd year .. ..	16.50		
3rd year .. ..				3rd year .. ..	17.50		
Class 2 occupations				Class 5 occupations			
1st year .. ..				1st year .. ..	17.00		
2nd year .. ..				2nd year .. ..	17.50		
3rd year .. ..				3rd year .. ..	18.00		
Class 3 occupations				Class 6 occupations			
1st year .. ..				1st year .. ..	20.00		
2nd year .. ..				2nd year .. ..	21.00		
3rd year .. ..				3rd year .. ..	22.00		
Class 4 occupations				Class 7 occupations			
1st year .. ..				1st year .. ..	21.00		
2nd year .. ..				2nd year .. ..	22.00		
3rd year .. ..				3rd year .. ..	23.00		
Class 5 occupations				(iv) Lae			
1st year .. ..				Unskilled, unmarried juniors			
2nd year .. ..				under the age of 19 years			
3rd year .. ..				1st year .. ..	6.25		
				2nd year .. ..	6.50		
				3rd year .. ..	6.75		
Class 6 occupations				Unskilled adults and married juniors			
1st year .. ..				1st year .. ..	7.00		
2nd year .. ..				2nd year .. ..	7.25		
3rd year .. ..				3rd year .. ..	7.50		
Class 7 occupations				Occupations classified as Class 1			
1st year .. ..				1st year .. ..	7.75		
2nd year .. ..				2nd year .. ..	8.00		
3rd year .. ..				3rd year .. ..	8.25		
(iii) Kavieng				Occupations classified as Class 2			
Unskilled workers				1st year .. ..	9.25		
1st year .. ..				2nd year .. ..	10.25		
2nd year .. ..				3rd year .. ..	11.25		
3rd year .. ..				Occupations classified as Class 3			
Class 1 occupations				1st year .. ..	12.25		
1st year .. ..				2nd year .. ..	13.25		
2nd year .. ..				3rd year .. ..	14.25		
3rd year .. ..							



	per week \$		per week \$
Occupations classified as Class 4		2. <i>Timber Industry Workers</i>	
1st year .. .. .	16.00	(i) Wau/Bulolo Timber Industry	
2nd year .. .. .	17.00	General labourer	
3rd year .. .. .	18.00	1st year .. .. .	1.00
Occupations classified as Class 5		2nd year .. .. .	1.13
1st year .. .. .	19.00	(in addition to the cash wage paid, food, issues and accommodation are supplied free of charge)	
2nd year .. .. .	20.00	Occupations classified as Grade 3	
3rd year .. .. .	21.00	1st year .. .. .	6.00
Occupations classified as Class 6		2nd year .. .. .	6.50
1st year .. .. .	22.00	3rd year .. .. .	7.00
2nd year .. .. .	23.00	Occupations classified as Grade 2	
3rd year .. .. .	24.00	1st year .. .. .	8.00
Occupations classified as Class 7		2nd year .. .. .	9.00
1st year .. .. .	25.00	3rd year .. .. .	10.00
2nd year .. .. .	26.00	Occupations classified as Grade 1	
3rd year .. .. .	27.00	1st year .. .. .	13.00
(v) Lombrum		2nd year .. .. .	14.00
Unskilled general labourers ..	6.50	3rd year .. .. .	15.00
Occupations classified as Class 3		Qualified Tradesman	
1st year .. .. .	7.50	1st year .. .. .	18.00
2nd year .. .. .	7.75	2nd year .. .. .	19.00
3rd year .. .. .	8.00	3rd year .. .. .	20.00
Occupations classified as Class 2		(ii) Hoskins Sawmilling and Timber Industry and Wakunai Sawmilling and Timber Industry	
1st year .. .. .	8.50	General labourers	
2nd year .. .. .	9.50	1st year .. .. .	4.00
3rd year .. .. .	10.50	2nd year .. .. .	4.50
Occupations classified as Class 1		3rd year .. .. .	5.00
1st year .. .. .	11.00	Occupations classified as Class 3	
2nd year .. .. .	12.00	1st year .. .. .	6.00
3rd year .. .. .	13.00	2nd year .. .. .	6.50
Senior Class (Naval Employee)		3rd year .. .. .	7.00
1st year .. .. .	14.00	Occupations classified as Class 2	
2nd year .. .. .	15.00	1st year .. .. .	8.00
(vi) Lorengau		2nd year .. .. .	9.00
Unmarried juniors under the age of 19 years .. .. .	6.00	3rd year .. .. .	10.00
Unskilled adults and married juniors .. .. .	6.50	Occupations classified as Class 1	
Grade 'B' occupations		1st year .. .. .	13.00
1st year .. .. .	6.75	2nd year .. .. .	14.00
2nd year .. .. .	7.25	3rd year .. .. .	15.00
Grade 'A' occupations			
1st year .. .. .	8.00		
2nd year .. .. .	9.00		
3rd year .. .. .	10.00		



			per week \$
(iii) Vanimo sawmilling and timber industry			
General labourers			
1st year .. .. .			3.90
2nd year .. .. .			4.40
3rd year .. .. .			4.90
Occupations classified as Class 3			
1st year .. .. .			6.00
2nd year .. .. .			6.50
3rd year .. .. .			7.00
Occupations classified as Class 2			
1st year .. .. .			8.00
2nd year .. .. .			9.00
3rd year .. .. .			10.00
Occupations classified as Class 1			
1st year .. .. .			13.00
2nd year .. .. .			14.00
3rd year .. .. .			15.00
3. Rabaul Shipping Employees			
Unmarried juniors under the age of 19 years .. .. .			
			2.60
Unclassed crew members and married juniors			
1st year .. .. .			3.35
2nd year .. .. .			3.60
3rd year .. .. .			3.85
Crew members occupying positions as Class 3			
1st year .. .. .			4.10
2nd year .. .. .			4.35
3rd year .. .. .			4.60
Crew members occupying positions as Class 2			
1st year .. .. .			5.10
2nd year .. .. .			6.10
3rd year .. .. .			7.10
Employees occupying positions of Ships' Master			
1st year .. .. .			9.60
2nd year .. .. .			10.60
3rd year .. .. .			11.60
Employees occupying positions of Senior Ships' Master			
1st year .. .. .			12.60
2nd year .. .. .			13.60
3rd year .. .. .			14.60

In addition to the above rates the employer shall supply daily meals to the weekly rate of not less than \$2.50 plus free accommodation and issues.

#### 4. Stevedoring Workers

##### Rate per shift

	Kavieng	Kieta	Wewak	Madang Lae and Rabaul
General Labourers	1.60	1.92	1.84	1.92
Winchmen ..	1.80	2.24	2.08	2.24
Foremen ..	2.00	2.56	2.32	2.56

At Kavieng, Rabaul and Wewak a shift comprises seven actual working hours whilst in the other centres a shift comprises eight actual working hours.

Whilst the foregoing tables illustrate the minimum wage prescribed for various categories of employment, as indicated in this Report, the minimum wage is usually acceptable only to unskilled persons, many of whom are entering employment for the first time. Many workers are able to command wages in excess of the prescribed minimum.

##### Registered Awards

At 30 June 1970 the following awards registered under the *Industrial Relations Ordinance* 1962-1970, were in force:

Award No. 1 of 1964: Ansett-MAL Airline Employees Madang Award 1964.

Award No. 2 of 1964: Airline Pilots' Award 1964.

Award No. 11 of 1966: Wau-Bulolo Timber Industry Award 1966.

Award No. 9 of 1967: Royal Papua and New Guinea Constabulary Award 1967.

Award No. 10 of 1967: Hoskins Sawmilling and Timber Industry Award 1967.

Award No. 12 of 1967: Wakunai Sawmilling and Timber Industry Award 1967.

Award No. 15 of 1967: Royal Papua and New Guinea Constabulary Award (No. 2) 1967.

Award No. 1 of 1968: Royal Papua and New Guinea Constabulary (Allowance) Award 1968.

Award No. 3 of 1968: Royal Papua and New Guinea Constabulary (Allowance) (No. 2), Award 1968.



Award No. 4 of 1968: Lorengau Urban Cash Wage and Leave Award 1968.

Award No. 5 of 1968: Rabaul Shipping Award 1968.

Award No. 9 of 1968: Vanimu Sawmilling and Timber Industry Award 1968.

Award No. 10 of 1968: Naval Civilian Workers (Lombrum) Award 1968.

Award No. 2 of 1969: Rabaul General Employment Award 1969.

Award No. 3 of 1969: Kavieng Stevedoring Award 1969.

Award No. 4 of 1969: Mt Hagen General Employment Award 1969.

Award No. 5 of 1969: Madang General Employment Award, 1969.

Award No. 6 of 1969: Kavieng General Employment Award, 1969.

Award No. 7 of 1969: Wewak Stevedoring Award, 1969.

Award No. 8 of 1969: Goroka General Employment Award, 1969.

Award No. 9 of 1969: Wewak General Employment Award, 1969.

Award No. 2 of 1970: Lae General Employment Award, 1970.

Award No. 9 of 1970: Lae Stevedoring Award, 1970.

Award No. 11 of 1970: Madang Stevedoring Award, 1970.

Award No. 12 of 1970: Rabaul Stevedoring Award, 1970.

Award No. 15 of 1970: Kieta Stevedoring Award, 1970.

### *Indebtedness*

Indebtedness among wage-earners and salaried workers is negligible.

### *Discrimination and Equal Remuneration*

Wage rates and conditions of employment for indigenous employees are determined under the local Territorial legislation or as a result of industrial agreements reached between organisations of employers and employees. These wage rates and conditions of employment are generally related to conditions in the Territory and not to economic conditions in Australia. Wage rates and conditions of employment for expatriate employees are, however, generally based on Australian industrial awards or related to the conditions for comparable employment

in Australia. They have regard to the more highly developed economy of the metropolitan country, its higher living standards and strongly competitive labour market. Because of the Territory's need for skilled and experienced workers, many expatriate employees also receive additional emoluments and benefits to compensate them for living and working outside their homeland.

Education and training programmes are designed to provide increasing numbers of skilled indigenous workers to meet expanding employment needs.

Labour legislation relating to indigenous workers does not discriminate against women; the minimum conditions of wages, housing, rations and other benefits are applicable to all workers, both male and female.

### *Workers' Compensation*

Compensation for disease, injury or death arising out of, or in the course of employment, is provided for under the Workers' Compensation Ordinance. This Ordinance sets a code of compensation payments related to wage levels. It is the practice to ensure that the rates of compensation for death or injury are kept in line with the provisions in Australian Commonwealth legislation. As from 19 March 1970 the maximum amount of compensation in respect of death or for specific injuries is \$10,000 with a minimum of \$600 for specified injuries. Provision is made for a weekly payment of \$2.50 in respect of each fully dependent child under the age of 16 years of a deceased worker, for payment of medical and funeral expenses and for weekly payments (not exceeding the amount of the weekly wage) to totally or partially incapacitated workers.

When payment of compensation is authorised in the case of a worker whose wages are less than \$800 a year, 27 per cent of the prescribed maximum is payable and where the wages are \$800 a year or more, but less than \$1,336 annually, 60 per cent of the maximum is payable. In calculating the wages of indigenous workers who receive part of their wages in kind, the value of accommodation, rations, clothing and other issues (deemed to be \$330 a year) is added to the cash wage.

In cases of partial incapacity the court has power to award a lump sum in compensation. When an indigenous worker sustains injury causing temporary incapacity he suffers no economic disadvantage inasmuch as his



employer continues to supply wages, food, accommodation and other issues as if he were still working.

The legislation provides that where a local court certifies that any dependants of an indigenous worker are dependants by native custom, the total amount of compensation payable to all such dependants shall not exceed \$300. Except where the Administrator authorises an employer to undertake the liability to pay compensation to his own workers the Ordinance provides that an employer shall obtain from an approved insurer a policy of insurance for the full amount of his liability.

Provision is made for the appointment of medical referees and for disputed cases to be settled by arbitration, with the right of appeal to the Supreme Court. Under the latest amendment to the Ordinance provision exists for the appointment of a Commissioner for Workers' Compensation. The main duty of the Commissioner will be to provide assistance where necessary, for the most efficient distribution of compensation payments to the dependants of deceased workers for the investment of the money for the benefit of those entitled to it.

### *Industrial Safety*

The *Industrial Safety, Health and Welfare Ordinance* 1961-1969 and the Industrial Safety, Health and Welfare Regulations provide a comprehensive industrial safety code for all workers except those engaged in mining who are covered by the Mines and Works Regulations.

Further provisions relating to safety are included in the *Papua and New Guinea Electricity Commission Ordinance* 1961-1969. The Secretary for Labour has declared four Orders under the principal Ordinance. These are the Tractors, Earthmoving and Mobile Construction Equipment Order; the Safeguards and Measures to be taken in Building Works Order; the Industrial Safety (Lifts) Order; and the Safety Measures for Excavation Works, Shafts and Tunnels Order.

The Technical Advisory Service of the Department of Labour continued to provide advice and assistance to employers on physical working conditions in industry, e.g. industrial safety, lighting, ventilation, factory and office layout.

Special attention continued to be given to the registration and inspection of boilers and pressure vessels.

The following statistics relate to the registration of factories, boilers and pressure vessels for the period under review.

Factory registration renewals	..	680
Factories registered	..	107
Permits issued to operate a factory	..	1
Renewals of permits to operate a factory	—	
Boilers registered	..	11
Pressure vessels registered	..	248
Certificates of inspection of boiler/ pressure vessel	..	26

Courses and lectures covering occupational safety continued for the benefit of employers and employees in various industries.

Film screenings and lectures covering all aspects of safety are available for industrial and worker organisations.

### *Explosives*

The administration of the *Explosives Ordinance* 1953-1968 is the responsibility of the Department of Labour. In-service training of the departmental field staff in the use, handling and storage of explosives was continued.

Courses on the handling of explosives were held in Kundiawa for employees from both the public and private sectors of industry.

During the period under review permits to use explosives and licences to hold, store or be in possession of explosives were issued as shown below:

Permits issued	..	77
Permits renewed	..	44
Licences issued	..	28
Licences renewed	..	4

### *Inflammable Liquids*

The *Inflammable Liquid Ordinance* 1953-1967 and Regulations made thereunder came into force on 1 October 1969. Since that date field assistance has been given to storekeepers and oil companies.

All licences and permits are issued on regional bases and the standard of installations and safety aspects are under the close scrutiny of field inspectors.

The following permits and licences were issued:

Permits issued	..	43
Licences issued	..	72

### *Weights and Measures*

The administration of the *Weights and Measures Ordinance* 1951 is the responsibility of the Department of Labour. The Examiner



(Weights and Measures) is responsible for rendering expert technical advice and assistance to employers. He also performs the technical work associated with the adoption of standards.

The construction and equipping of a Weights and Measures laboratory was continued at Port Moresby where verification of subsidiary standards and inspector's standards is being carried out.

In-service training of field staff for inspectorial duties with respect to the provisions of the Weights and Measures Ordinance continued.

### *Training*

Training of skilled workers is carried out by both Administration and mission technical schools. Further details in respect of technical, professional and sub-professional training are given in other relevant sections of this report.

*Personnel Management Service.* This service acts as a reference authority on good personnel practices to the private sector. A number of personnel appraisal programmes were conducted for private sector organisations as well as for semi-Government and Government bodies.

The Industrial Psychology unit, which was established during the year, is conducting research into work motivation, evaluation of training programmes, man-machine interaction and other aspects of organisational psychology.

*Supervisory Training.* One 'Job Instruction' Course, fourteen 'Introduction to Supervision' Courses and six 'Supervision, Stage II' Courses were held at different centres in the Trust Territory by the end of March 1970. A total of 200 participants attended these courses.

*Apprenticeship.* The *Apprenticeship Ordinance* 1967 was passed by the House of Assembly in November 1967 and came into operation on 29 February 1968. The Ordinance provides for apprenticeship in specific trades leading to the granting of trade certificates. Apprenticeship is controlled by an Apprenticeship Board which consists of nine members and includes representatives of employer and employee associations. In addition, the Board has a permanent staff of executive officer, industrial officer and two supervisors who are officers of the Department of Labour.

In March 1970 the House of Assembly passed an amending Bill to the *Apprenticeship*

*Ordinance* 1967 which will enable the Apprenticeship Board to vary the lengths of training in each trade and to determine standards of education for entry to the various trades. The apprenticeship scheme enables apprentices who complete their indentures and pass their final trade examinations to gain recognition as skilled tradesmen.

The courses of training, which are defined by panels of experts in various trades, include both theoretical and practical work and are designed to suit the conditions of the Territory. All apprentices receive training at technical schools supplemented by on-the-job training. Apprentices are also encouraged to continue their general education in English and mathematics.

During the year apprenticeship agreements were approved in each of the following trades:

Baker  
Boilermaker-welder  
Bricklayer  
Cabinetmaker  
Carpenter-joiner  
Chef/caterer  
Clerk  
Electrician  
Fitter machinist  
Hairdresser, ladies'  
Linesman/Electrical  
Machinist, wood  
Mechanic, business machine  
Mechanic, aircraft  
Mechanic, diesel  
Mechanic, motor  
Mechanic, radio  
Mechanic, refrigerator  
Painter, decorator and signwriter  
Panel beater/spray painter  
Plumber and sheet metal worker  
Power station operator  
Printer, bookbinder  
Printer, compositor  
Printer, letterpress machinist  
Printer, lithographic  
Saw doctor  
Shipwright



Non-indigenous apprentices may now be indentured under the provisions of the *Apprenticeship Ordinance* 1967. Previously, these apprentices had been indentured under an extension of the apprenticeship system of Queensland, Australia.

There are 29 non-indigenous apprentices in New Guinea, including three whose indentures are yet to be registered. Of this total 7 are indentured under the apprenticeship system of Queensland, Australia. The remainder come under the Papua and New Guinea *Apprenticeship Ordinance*, 1967. All apprentices indentured under the Queensland Apprenticeship system will complete their indentures by December 1971.

There are now 962 New Guinean apprentices including 141 whose indentures are yet to be registered. Of this total 404 are training in Papua. A total of 430 New Guinean apprentices have completed their training, passed their final technical examinations and received certificates of completion of training.

*Technical Training.* Most training is by the Block System. Under this system the Department of Education provides apprentices with travel authorities once each year so that they may travel from the place of employment to a central technical school where they attend a Block Course of approximately one month's duration. On completion of each Block Course apprentices are required, in their own time, to do a set number of revision and pre-block course preparatory lessons by correspondence study before being eligible to attend the next Block Course. Employers are required to pay apprentices full wages during the time they are attending Block Courses.

The continuous system of training apprentices through two years of full-time attendance at technical college in all their theory was discontinued from December 1969.

Apprentices commencing training after January 1969 are required to complete one year of full-time study as an introduction to their trade course. Each apprentice will subsequently attend an annual Block Course of training for the remaining three years of his indenture. A select few of this group of apprentices will proceed to a second year of full-time study in order to obtain Form Four

educational qualifications. Apprentices completing this additional year of full-time study will be granted a credit of one year.

The weekly cash wages payable to apprentices are as follows:

Year		Scale A	Scale B
		\$	\$
1	..	7.00	11.50
2	..	8.50	13.00
3	..	10.00	15.00
4	..	12.00	
5	..	15.00	

Scale A is applicable to apprentices who receive all their formal trade training during their period of apprenticeship. Scale B applies to apprentices who have completed all prescribed trade courses prior to entering apprenticeships.

Deductions from these wages for accommodation, food and transport may be made at the same rates as those prescribed under the Urban Cash Wage Agreements.

*Indigenous Training Scheme.* A scheme was introduced in August 1969 to promote the training of indigenous workers in private enterprise. The types of training and extent of assistance provided by this scheme are as follows.

(1) *Training of Apprentices.* Employers who undertake training of apprentices are reimbursed for the cost of a basic set of tools supplied to each apprentice in his first year and for the cost of one return fare to the apprentice's home district on the first occasion on which the apprentice proceeds on leave. In addition an employer receives a subsidy for costs incurred in providing accommodation for apprentices in their first and second years of apprenticeship.

(2) *Formal Institutional Training.* (a) Employers who sponsor students for *long-term* courses at the Territory's formal educational institutions (e.g. University of Papua and New Guinea, Institute of Higher Technical Education, Bulolo Forestry School, etc.) are subsidised for costs incurred in respect of tuition fees, board, personal allowances and books. Where the normal length of a course is 2 years or less the subsidy will apply for the first year only. Where the normal length of the course is in excess of two years, the subsidy will apply for each of the first and second years.



(b) Employers who sponsor students for special short term engineering-technicians' and commercial certificate courses at Territory institutions are provided with a flat grant as well as the cost of fares incurred in sending trainees to such courses.

(3) *Other Training.* Employers who undertake other training of a form approved by the Indigenous Training Advisory Committee, set up for the purpose, received assistance judged on the merits of the case. Committee consists of:

(a) A Chairman (Chief of Division (Industrial Services) Department of Labour).

(b) A representative of employers.

(c) A representative of employees.

(d) An experienced person currently engaged in training activities in the private sector.

(e) An experienced person currently engaged in training activities in the Administration.

*Business Training and Management.* There have been 1,798 student-weeks recorded by the Business Training and Management Division during eleven Commercial Courses conducted for Papuans and New Guineans in 1969-70. This compares with 1,400 student-weeks spread over eighteen shorter courses conducted in 1968-69.

Twelve New Guinean trainees are expected to graduate as Business Advisory Officers from the Training Division's two-year course in 1970, compared with six such graduates in 1969.

At 30 June 1970 there were fourteen local officers actively engaged in the Business Advisory field, compared with eight at 30 June 1969.

*Nautical Training.* Twelve cadets started training in March at the Nautical Training School, Napa Napa. Five are deck cadets and seven are training as marine engine operators. In addition five deck cadets and one engineer cadet who had been previously recruited, continued their training courses.

*Training of Indigenous Pilots.* Two indigenous pilots in training under the Commonwealth Department of Civil Aviation Training Scheme have completed their courses and been awarded commercial pilots licences. Both have now qualified for their Second Class Transport

licence. Six other trainees have been selected for flying scholarships and are currently in training.

### *Industrial Organisations*

The *Industrial Organizations Ordinance* 1962-1970 provides for the registration and control of industrial organisations. The Ordinance is intended to apply to all industrial organisations composed of not less than four employers or twenty employees, but provision is made for smaller industrial organisations to be registered under the Ordinance. Registered industrial organisations and their officers and members have immunity from civil suit when furtherance of an industrial dispute leads to breach of contract of employment, interferes with the right of some other person to dispose of his capital or of his labour as he wills, or acts in restraint of trade; and members of industrial organisations are not liable to criminal prosecution for conspiracy or otherwise by reason only of the fact that the objects of the organisation are in restraint of trade. Other provisions of the Ordinance relate to the Constitution and rules of industrial organisations and the amalgamation, federation and affiliation of registered organisations.

Workers' Associations have been formed at Lae, Wau/Bulolo, Goroka, Mt Hagen, Madang, Wewak, Lorengau, Kavieng, Rabaul, Vaimo and Panguna, and have been registered as industrial organisations. The Bougainville Catholic Teachers' Association is registered as an industrial organisation.

The West Sepik District Workers' Association, the Airline Employees' Association of Papua and New Guinea (which covers employees in both Papua and New Guinea) and the Bougainville Mining Workers' Union were registered as industrial organisations during the year.

Other industrial organisations representing workers in Papua and New Guinea include the Bank Officials' Association of Papua and New Guinea, the Public Service Association of Papua and New Guinea, the Police Association of Papua and New Guinea, the Staff Association of the University of Papua and New Guinea, the Staff Association of the Papua and New Guinea Institute of Higher Technical Education and the Local Teachers' Association of Papua and New Guinea. Financial membership figures at 30 June 1970 appear in Appendix XVII of this report.



The Madang, Lae, Rabaul, New Ireland and Manus District Workers' Associations have organised branches based on specific industries as follows:

Madang	..	Airline industry
		Stevedoring industry
		Tobacco industry
Lae	..	Airline industry
		Stevedoring industry
Rabaul	..	Stevedoring industry
New Ireland	..	Stevedoring industry
Manus District	..	Naval civilian workers
		Stevedoring industry

There was renewed interest in the formation of a Federation during the year and the Federation of Workers' Associations of Papua and New Guinea was registered as an industrial organisation on 4 March 1970. The present members of the Federation are the Lae, Madang, Northern District, Goroka, Wewak and Rabaul Workers' Associations.

Advice and assistance to industrial organisations is provided by specialist officers of the Department of Labour. Technical advice and guidance is given to any group which indicates a desire to form an industrial organisation and assistance is provided in the preparation of a draft constitution and rules, in the training of office bearers and the introduction and supervision of the maintenance of books of account. Industrial organisations officers make frequent visits to centres throughout the Territory and, wherever possible, take the opportunity of discussing aspects of industrial organisation with members. Workers' education courses designed to increase the interest of members as well as to ensure greater efficiency among office bearers, are conducted by officers from the Industrial Organisations Branch. A list of all these courses has been circulated to all workers' associations. Several pamphlets explaining the functions of workers associations and the duties of office bearers have been prepared and distributed to each workers' association.

#### *Industrial Relations*

The *Industrial Relations Ordinance* 1962-1970 is designed to emphasise that the informal settlement of disputes and conciliation and that negotiation are to be preferred to litigation or arbitration. It provides for the formation of industrial councils as a means of continuous joint consultation between employers and employees.

Where complaints may lead to a stoppage or dispute, workers are encouraged to report them to the nearest labour inspector or responsible Administration officer before an actual stoppage occurs. Many complaints are of a minor nature and are settled by labour inspectors who investigate the complaints immediately they are received. Disputes of any consequence are handled by specialist industrial relations officers.

The Industrial Relations Ordinance provides for processes of conciliation and negotiation which are available to both parties. The Ordinance empowers the Administrator to establish *ad hoc* boards of inquiry and where an industrial dispute exists or is apprehended, any matter connected with the economic or industrial conditions of the Territory which is involved in the dispute may be referred to a board for inquiry and report. A board of inquiry consists of a chairman and at least three other members appointed by the Administrator, of whom at least one must not be an officer of the Public Service of the Territory or of the Commonwealth of Australia. The Administrator is also empowered to establish arbitration tribunals to deal with industrial disputes, the constitution of such tribunals being left for determination by the Administrator in each particular case.

The registration of awards made by tribunals are provided for in the Ordinance. Industrial agreements must also be filed for registration and, when registered, have the force of awards. The Administrator-in-Council may disallow an award on the ground that it is contrary to public policy, inconsistent with a law in force in the Territory or part of the Territory, or not in the best interests of the Territory. Registered awards are binding on the employers and employees to whom they relate.

The terms of a registered award can be declared by the Administrator-in-Council to be a Common Rule applicable to employers and employees within the area covered by the Award, whether the employer is named as a party to the award or not.

In summary, the principal processes available for the settlement of disputes under the Industrial Relations Ordinance are:

- (a) a matter may be investigated by the Secretary for Labour, and a board of inquiry may be required to inquire and report upon any matter connected with or relevant to a dispute; or



(b) an interested party may refer a dispute to the Secretary for Labour, who may require the parties to enter into negotiations within 14 days, and, where after 28 days no settlement has been effected, may call a compulsory conference of the parties;

(c) at any stage, a party to a dispute may call upon the Secretary for Labour for assistance, whereupon it is the duty of the Secretary to endeavour to negotiate a settlement of the dispute; and

(d) finally, where attempts at settlement have apparently failed, a dispute may be referred to an arbitration tribunal for determination.

In January 1970 a Board of Inquiry was established under the *Industrial Relations Ordinance* 1962-1968 to investigate and report on:

(a) the level and components of the rural minimum wage for the Territory, and, in particular, whether the minimum cash and kind wage under the *Native Employment Ordinance* 1958-1968 should be

(i) varied, and if so, in what respect; or

(ii) converted to an all-cash wage, and if so, at what amount and with what deductions, if any (e.g. rations, issues and accommodation); and

(b) the appropriate machinery for determining and reviewing minimum wages.

The inquiry is being conducted against the background of the Government's stated objectives and policies in Papua and New Guinea especially the following:

(a) To develop the country politically, economically and socially towards self-government and to ensure that by the time this stage of self-government is reached the country will, to the greatest degree possible, be able to stand on its own feet economically.

(b) To implement successfully the five year programme for economic development which commenced in 1968-1969 with the major aim of developing the physical and human resources of Papua and New Guinea.

(c) To develop a balanced wage structure which will relate rural wages and non-rural incomes to earnings in the subsistence sector and in cash croppings and will ensure a continuing and stable supply of labour to meet the requirements of rapid development of rural as well as urban industries, and in both the private and public sectors.

(d) To promote continued rapid growth in the export industries and enable them to compete successfully in world markets.

(e) To encourage increased productivity of labour and efficiency of management.

(f) To generate growing opportunities for employment and training for Papuans and New Guineans both skilled and unskilled in all sections of the economy at levels of earnings appropriate to the needs of employees and appropriate to the economic capacity of Papua and New Guinea.

The members of the Board are:

Donald Cochrane, B.Com., Ph.D.—  
Chairman

Dirona Abe

Richard Tregurtha Shand, M.Sc.Agr.,  
Ph.D., and

Rev. Zurewe Zurenuo

The Board pursued investigations in two stages. During Stage I, extending from Sunday 5 April to Saturday 25 April 1970, the Board visited centres in the Bougainville, East and West New Britain, New Ireland, Manus and Madang Districts.

During Stage II of the Inquiry from Monday 11 May to Friday 5 June, evidence was taken from interested parties in the Milne Bay and Northern Districts, the Wau-Bulolo area, Lae, the Markham Valley, the Eastern, Western and Southern Highlands, the Chimbu District, the Sepik District and Port Moresby and environs.

The Board received written submissions from major employers engaged in the copra, cocoa, oil palm, timber, cattle, coffee, tea and rubber industries for the purpose of preparing and analysing industry studies.

The views of indigenous blockholders and the people of the Highlands were sought on the matters under investigation by the Board.

The Board completed hearings in June 1970 and is preparing its report.

#### *International Labour Organisation*

Mr P. R. Dandi, Assistant Industrial Organisations Officer, Department of Labour, attended the 54th Session of the International Labour Conference which was held in Geneva from 3 to 25 June 1970. Mr Dandi attended the Conference as an Adviser to the Australian delegation, especially in relation to the



Agenda Item concerning minimum wage fixing machinery and related problems with special reference to developing countries.

Mr Dandi also availed himself of the opportunity of conferring with officials in a number of countries on aspects relating to Worker Education Programmes. These included officials of the International Confederation of Free Trade Unions, Brussels; Ministry of Labour, Singapore; the Labour Department, Hong Kong and the Education Representative of the Trade Union Congress in Singapore.

#### *Freedom of Movement of Persons for Employment Purposes*

Subject only to provisions directed at regulating the employment of indigenous persons in certain areas, there is no restriction on the employment of indigenous inhabitants of the Territory. Permanent inter-territorial migration is insignificant and does not give rise to any shortage of labour in New Guinea.

The *Migration Ordinance* 1963-1967 controls all temporary absences of indigenous persons from New Guinea. Indigenous persons may be employed outside of the Territory of Papua and New Guinea if adequate arrangements have been made for their welfare.

Indigenous inhabitants have adequate opportunities for employment in the Territory but a number have left for specified periods for purposes associated with their employment or for specialised training.

There is no provision under the labour legislation for a system of labour passes or work books.

#### *Recruitment from Outside the Territory*

The only non-European workers recruited from outside of the Territory are a limited number of professional and technical workers who are granted entry for restricted periods.

#### *Application of International Labour Organisation Conventions*

The following Conventions adopted by the International Labour Organisation and ratified by Australia have been extended to the Territory from the dates shown:

No. 7. Minimum Age (Sea) Convention, 1920; 8 July 1959.

No. 8. Unemployment Indemnity (Shipwreck) Convention, 1920; 6 November 1937

No. 10. Minimum Age (Agriculture) Convention, 1921; 8 July 1959.

No. 11. Right of Association (Agriculture) Convention, 1921; 8 July 1959.

No. 12. Workmen's Compensation (Agriculture) Convention, 1921; 31 January 1966.

No. 18. Workmen's Compensation (Occupational Diseases) Convention, 1925; 8 February 1961.

No. 19. Equality of Treatment (Accident Compensation) Convention, 1925; 8 February 1961.

No. 27. Marking of Weights (Packages Transported by Vessels) Convention, 1929; 6 August 1931.

No. 29. Forced Labour Convention, 1930; 2 January 1932.

No. 42. Workmen's Compensation (Occupational Diseases) Convention (Revised), 1934; 8 February 1961.

No. 45. Underground Work (Women) Convention, 1935; 14 December 1954.

No. 80. Final Articles Revision Convention, 1946; 15 January 1952.

No. 85. Labour Inspectorates (Non-metropolitan Territories) Convention, 1947; 30 September 1954.

No. 105. Abolition of Forced Labour Convention, 1957; 8 February 1961.

No. 122. Employment Policy, 1964; 12 November 1969.

#### *Compulsory Labour*

The Papua and New Guinea Act prohibits forced labour except in accordance with the provisions of Conventions of the International Labour Organisation concerning forced and compulsory labour which have been adopted by Australia. The Native Administration Regulations provide for the compulsory planting and cultivation of food crops in an area which has been declared by the Administrator to be liable to a famine or deficiency in food supplies. Such work is excluded from the term 'forced or compulsory labour' by definition in Article 2 of International Labour Organisation Convention No. 29—Forced Labour. It was not necessary to so declare any area during the year. There are no other statutory provisions in respect of compulsory labour.



## CHAPTER 5

# SOCIAL SECURITY AND WELFARE SERVICES

### *Legislation*

Provision for social security and welfare services of various kinds is contained in such ordinances as the *Child Welfare Ordinance* 1961-1968, the *Deserted Wives and Children's Ordinance* 1951-1961, the *Poor Persons Legal Assistance Ordinance* 1951, the *Mental Disorders and Treatment Ordinance* 1960-1967, the *Corrective Institutions Ordinance* 1957-1963, the *Workers Compensation Ordinance* 1958-1967, the *Adoption of Children Ordinance* 1968, the *Adoption of Children (Customary Adoptions) Ordinance* 1969, and the *Reciprocal Arrangements Ordinance* 1958. Other legislation covers pensions or superannuation for officers of the Public Service, members of the Royal Papua and New Guinea Constabulary and disabled ex-service-men and their dependants.

### *Organisation*

Most New Guineans live within the social structure of their clan or sub-clan. These communities assume responsibility for the care of orphans, the aged and the infirm. Where, for some reason, the clan organisation is unable to provide adequate care, the Administration gives support in the form of *ex gratia* allowances, which may be made in cash or in kind to the persons in need. The Child Welfare Ordinance authorises the Director of Child Welfare to grant similar assistance, in prescribed circumstances, for the support of destitute children. In emergency situations, Welfare Officers are authorised to make issues of foodstuffs.

Low level charges are now made for outpatient and public ward treatment for Papuan and New Guinean patients at the Administration hospitals. A higher scale of charges applies to treatment received in the intermediate and private wards. However, membership and benefits of certain Australian contributing hospitals and medical benefit funds are open to eligible persons. A special factory, operated by the Administration, provides artificial limbs and appliances for the physically disabled.

A number of projects has been designed to assist the physically disabled and the handicapped. The Australian Red Cross Society

conducts a physiotherapy centre for handicapped children in association with the Port Moresby General Hospital. The Cheshire Homes Foundation accommodates a small number of severely handicapped children from all parts of the Territory at its Home, established near Port Moresby. A sheltered workshop for the rehabilitation of handicapped adults has been established at the Port Moresby General Hospital.

The Social Development Division of the Department of Social Development and Home Affairs has functional responsibility for welfare services, but is assisted by the Mental Health Division of the Department of Public Health and the Corrective Institutions Branch of the Department of Law who also perform welfare functions. Almoners are stationed at the Port Moresby and Nonga Base Hospitals.

At 30 June 1970 there were 30 Welfare Officers, 11 Trainee Welfare Officers and 7 Welfare Assistants stationed in district centres in the Trust Territory where they carry out group and individual welfare work. A further 18 Welfare Officers, 5 Trainee Welfare Officers and 5 Welfare Assistants were carrying out these duties at district centres in Papua.

In addition to the above, the Department of Social Development and Home Affairs employs a Youth Work Organiser and two Community Development Advisers. The Youth Work Organiser has the oversight of all Administration youth work in the Territory, and prepares training programmes for council employed youth workers. The Community Development Advisers operate on a regional basis from Rabaul and Madang. Two social workers are employed by the Mental Health Division of the Public Health Department, whilst an occupational therapist is attached to the Port Moresby General Hospital.

Local government councils continue to take an increasing interest in social welfare. In New Guinea councils are currently employing 31 indigenous social workers, whilst a further 8 have been enrolled at a 10 months course at the Ahioma Training Centre in Milne Bay, Papua. Councils in Papua currently employ 13 social workers, with a further 15 enrolled at Ahioma. In addition 9 youth workers are employed by Territory councils. Councils allot funds for the construction of community education and health centres and the promotion of organisations such as women's clubs. In the towns, 'welfare societies' have been



formed by the indigenous people to promote their interests and to arrange certain benefits such as small loans, employment services and visits to the sick.

An important contribution in the field of social welfare is made by the Christian Missions and voluntary agencies. In addition to the Red Cross Society (including Junior Red Cross groups in schools) and the Cheshire Homes, community service is given by the St John Ambulance Brigade, the Country Women's Association, the Salvation Army, Apex, Rotary and Lions Clubs, Junior Chamber of Commerce and the Boy Scouts and Girl Guide Associations.

Financial support, by grants-in-aid, is given to many of these organisations by the Administration.

#### *Training of Welfare Personnel*

Applicants for the position of Welfare Officer Grade 1 are required to have extensive experience in welfare work and either a leaving certificate or adult matriculation. Traineeships for the position of Welfare Officers Grade 1 are available for indigenous persons who have satisfactorily passed Form IV, secondary education.

All trainees are now given 12 months on-the-job training and then attend the Administrative College for a further year. A special course in social work has been included from the beginning of 1970. In addition, a limited number are selected for a 12-months course at the South Pacific Commission's Home Economics Training Centre at Suva, Fiji.

Applicants for the position of Welfare Officer Grade II are required to have either a Diploma in Social Studies or at least 4 years experience as a Welfare Officer.

Ahioma Training Centre has provided training courses for young New Guinean women now employed by the various local government councils. Twenty-four trainees were enrolled at the Ahioma Centre at the beginning of 1970, of this number 9 were from New Guinea, and 15 were from Papua. One trainee has been sponsored by the copper mining firm, Conzinc Rio Tinto of Australia, to carry out general welfare work amongst its employees. A new training centre has been established at Kundiawa in the Chimbu District. This centre will cater principally for the needs of the highland districts. A number of

three-month courses in home economics, home-craft and hygiene has been held at community centres near Rabaul.

There have been 7-week courses to train young men as multi-purpose village youth workers. Currently there are nine of these youth workers employed by local government councils. Their task is to establish youth committees, stimulate sports and teach simple skills such as the care of tools, repairs to bicycles and tyre changing and mending. Nearly 100 villages throughout Papua and New Guinea have established youth committees.

#### *Child Welfare*

The *Child Welfare Ordinance* 1961-1968 makes comprehensive provision for the welfare of all children in the Territory. It provides for the establishment of a Child Welfare Council, Children's Courts, the approval and establishment of institutions for the care of neglected or delinquent children, for allowances to destitute children, and for various other matters relating to the welfare of children. Until early in 1969 the Ordinance made provision for the adoption of children but these sections have been superseded by the *Adoption of Children Ordinance* 1968 and by the *Adoption of Children (Customary Adoptions) Ordinance* 1969. This latter ordinance gives indigenous people the right to seek recognition of a customary adoption by a Local Court if they so desire and for the issue of a certificate setting out the custom relating to adoption at the time the application was made. Provision is also made for the certificate to be varied if custom changes. The legislation was passed with the unanimous approval of the House of Assembly.

The Director of Child Welfare administers the Child Welfare Ordinance and has responsibilities conferred on him by the Adoption of Children Ordinance. The Child Welfare Council consisting of the Director of Child Welfare, a welfare officer, two representatives of the Missions, a legal officer of the Public Service, an Inspector of Police, a representative of the Department of Education, and five other members, two of whom are women, was formed in April 1962 in accordance with the requirements of the Ordinance. The Council meets at 3-monthly intervals and submits an annual report to the Administrator and the House of Assembly on the working of the Ordinance and other matters relating to child welfare.



Grants-in-aid may be made at the discretion of the Director of Child Welfare to voluntary agencies in respect of staff employed full time in institutions approved under the Child Welfare Ordinance. A maximum of \$800 per staff member may be allowed.

No institutions for the care of needy or delinquent children have yet been established by the Administration although plans are being prepared for a vocational-type centre to be set up in the near future. The Goroka Rotary Club proposes to establish a Farm School near the township and the Administration is providing financial aid to the Salvation Army who are developing a similar training centre near Port Moresby. The Christian Missions have co-operated in the administration of the Child Welfare Ordinance by accommodating young persons committed to the care of the Director by Children's Courts.

#### *Conferences and Research*

Quarterly meetings of the Child Welfare Council considered a wide range of subjects, including adoption, probation, institutions, handicapped children, employment of children and preventive work. The Assistant Secretary (Social Development) attended the Annual Conference of Child Welfare Administrators of Australia and New Zealand which was held in Melbourne in March 1970.

A considerable amount of anthropological research is being carried out in the Territory; the long-term programme of the New Guinea Research Unit of the Australian National University and that of the University of Papua and New Guinea, as well as the findings of many independent research workers, provide the Administration and other agencies with data necessary for the development of acceptable programmes in all fields. The 'Welfare Quarterly', a journal covering the principal welfare and community development activities of the administration, has been published since July 1963.

#### *Council of Social Service*

Although established in Papua, the Council of Social Service comprises representatives of Missions and voluntary agencies with branches and interests throughout New Guinea. The Council, which has been operating since 1960, serves as a co-ordinating agency in the field of social welfare, carries out modest research projects, and presses for remedial action where

problems occur. It has set up permanent committees to pursue a continuous assessment of youth problems, accommodation, employment and general social conditions.

The Territory Council is affiliated with the Australian Council of Social Service which has granted \$1,000 towards any projects the local Council may wish to mount.

The Administration, which makes an annual grant of \$400 to the group, has one representative of the council, and values its advice and the contribution it makes to informing public opinion on social welfare problems. It also serves as a valuable training ground for a number of Papuan and New Guineans, who attended as representatives of various organisations.

## CHAPTER 6

### STANDARDS OF LIVING

Conditions and stages of advancement vary greatly throughout the Territory from new suburban communities and semi-urbanised villages near towns to remoter areas so recently brought under control that the people's way of life is only now changing. In these circumstances it could be misleading to generalise and a survey of the overall standard of living is not yet practicable. The important factors in this connection are that in most areas the people have ample land for their own food requirements, and the numbers receiving cash incomes, whether from wages or individual or communal enterprise, are increasing.

When living under traditional conditions the people of New Guinea obtain most things they need, such as food, fuel, cooking utensils and building material, either directly from their own efforts or by barter. Most of the people still gain a basic livelihood in this way outside the towns, but an increasing number are participating in a widening economic system, especially those who are fully employed in working for wages and those who are mainly occupied in raising cash crops.

One of the first results of Administration contact has been the adoption of steel working tools. This enables indigenous farmers to clear larger areas for gardens, to cultivate them better and thereby increase production. As soon as possible after a new area has been opened up, officers of the extension service of the Department of Agriculture, Stock and Fisheries carry out agricultural patrols in these



new areas and distribute planting material and assist and encourage people to adopt improved methods of agriculture. This usually leads to a further increase in production and a surplus for sale, the proceeds of which are used to buy manufactured goods.

The extensive activities of local government councils, rural progress and co-operative societies, and the development of cash cropping and other forms of commercial activity are indications of rapidly improving living standards.

Standards of health and social welfare are rising; particular attention is being paid to nutrition and hygiene, the elimination of disease, the extension of education, and training in more efficient and productive techniques.

Clothing standards are improving; Western types of clothing and footwear have been widely adopted.

The housing standards of the indigenous people continue to improve. Well-designed dwellings built of permanent materials are gaining in popularity. The improvement in social and economic conditions is also indicated by the number of indigenous people who have acquired motor vehicles and power-driven vessels.

Particulars of the average cost of staple foodstuffs, clothes and domestic items in principal centres are contained in Appendix XVI.

## CHAPTER 7 PUBLIC HEALTH

### (a) GENERAL ORGANISATION

#### *Legislation*

Public Health legislation which came into operation during the year included the *Dental Charges Ordinance* 1969 and the *Dental Charges Regulations* 1969, and the *Second-Hand Dealers Ordinance*, amendments to the *Public Hospitals (Charges) Ordinance*, and amendments to the *Medical Services Ordinance* in the form of the *Medical Services (Medical Aids) Ordinance*.

#### *Departmental Organisation*

During the year major changes have taken place in the organisation of the Public Health Department. These involved the abandonment

of the structure based on seven organisational divisions and the gradual phasing out of regional administration.

For the purpose of functional organisation the department has been divided into three main divisions:

Division of Administrative Services.

Division of Medical Services, Training and Mental Health.

Division of Community Health.

The creation of a separate division of Community Health had become necessary to co-ordinate all activities in this important field and so obtain a better use of available resources and to place the correct emphasis on its importance. The growing acceptance by communities of the need to assume some health responsibilities has been recognised and the Community Health Division will encourage the development of this community participation.

#### *Staff*

Table 1 of Appendix XIX sets out by occupational groups the number of health services personnel, both medical and non-medical, employed by the Administration in the Territory at 30 June 1970.

The staff of the Department includes 33 local medical officers; senior positions occupied during the year by local officers included Regional Health Officer, District Health Officers, Hospital Superintendent and Medical Officer Grade 3.

#### *Medical Services Outside the Administration*

Most of the mission organisations provide medical services. Statistical data in respect of these services is included in appropriate tables at Appendix XIX.

Two Administration leprosy colonies, two tuberculosis hospitals and four combined leprosy and tuberculosis hospitals, which are wholly the financial responsibility of the Administration, are staffed and administered by missions.

The missions are assisted by the Administration through a system of grants-in-aid, subsidies and by the supply of drugs, dressings and general stores. This assistance is detailed in the following table.



GRANTS AND VALUE OF SUPPLIES

		\$
Medical Supplies	..	51,591
Staffing Costs	..	329,900
General Stores	..	127,000
		<hr/>
Total Grant	..	508,491
		<hr/>

There are no private hospitals other than those conducted by missions.

In addition to the medical facilities prescribed by employment legislation, all plantations, irrespective of size, are encouraged to provide an efficient preventive and emergency medical service for their employees.

The *Medical Services Ordinance* 1965-1967 provides for the establishment of a Medical Board to register medical practitioners, dentists, pharmacists and other medical personnel. Strict control is exercised to prevent practice by unauthorised persons. The Medical Board consists of the Director of Public Health (Chairman), the Secretary, Department of Law, three qualified medical practitioners, one dental practitioner and one other person with university qualifications in fields other than medicine, surgery or dentistry, appointed by the Administrator. The Ordinance also provides for the establishment of a Nursing Council to register and control the practice of the nursing profession. The Nursing Council consists of four officers of the Department of Public Health, who are registered or eligible for registration as nurses, a solicitor from the Department of Law, two medical practitioners, one of whom shall be actively connected with nursing education, two persons employed by or who are members of a Christian Mission in the Territory, who are registered as nurses and two nurses appointed or elected as representing the interests of nurses in the Territory of Papua and New Guinea.

*Co-operation with other Governments and with International Organisations*

There is extensive co-operation with territories in the region, and special arrangements have been made for consultation as necessary on health matters of common concern with the health authorities of West Irian. The Director of Public Health is a member of the Australian National Health and Medical

Research Council and close liaison is maintained with Commonwealth and State health authorities, international medical research institutions, the South Pacific Commission, and the World Health Organisation. Regular reports of infectious diseases are sent to the two latter bodies. The Administration takes the usual measures for the control of epidemic diseases and carries out the normal international quarantine procedures.

There were regular visits from officers of the World Health Organisation, the South Pacific Commission, Australian Health Services and overseas countries.

A series of specialists visited the Territory to advise on influenza. Australian professors continued to act as consultants to the Papuan Medical College.

The Queensland Radium Institute provided assistance to the radio therapy unit in Port Moresby.

The World Health Organisation conducted a seminar in Malaria Eradication and a Workshop on Teaching Methods in the country.

Officers of the Department of Public Health attended numerous conferences, seminars and training courses in Australia and other overseas countries.

*Finance*

The direct current expenditures on health services through the Department of Public Health budget and expenditure of a capital nature by other Administration authorities are given in the following table.

		\$
Current Expenditure on		
Health Services ..	..	17,990,885
Including Hospital and Medical		
Equipment ..	..	186,925
Capital Expenditure on		
Hospital Buildings and		
Facilities including water		
supplies and sewerage ..	..	2,665,184

(b) MEDICAL FACILITIES

*Hospitals*

There are 83 Administration hospitals in New Guinea. Of these there are two tuberculosis hospitals, two leprosy hospitals and four combined leprosy and tuberculosis hospitals. The



tuberculosis and leprosy hospitals are staffed by the Christian Missions. For details of hospitals see table 2 of Appendix XIX.

The building of the new Kerowagi Hospital is moving steadily towards completion, and renovations, alterations and additional wards to existing institutions continued throughout the year.

Hospital improvements were carried out at 27 centres.

There are no separate hospitals for indigenous and non-indigenous people. The same hospitals serve all races.

Two types of hospital accommodation are provided, i.e. public ward attention and intermediate ward attention. For public ward attention a nominal charge has been set, having regard to the ability of indigenes to pay.

The charges which apply for intermediate ward attention are more in line with the cost of providing the service. These facilities are being used by an ever increasing number of indigenes. Most people using these facilities are insured with hospital and medical insurance funds to help defray the cost involved.

There are specialists in the following centres:

*Rabaul—*

Surgeon  
Physician  
Obstetrician  
Anaesthetist  
Child Health Specialist  
Ophthalmologist

*Goroka—*

Physician  
Surgeon  
Obstetrician  
Child Health Specialist

*Lae—*

Physician  
Surgeon  
Ophthalmologist  
Child Health Specialist

*Madang—*

Surgeon  
Child Health Specialist

*Wewak—*

Surgeon  
Child Health Specialist

*Mt Hagen—*

Child Health Specialist  
Surgeon

Pathology and radiology facilities are widely available throughout the Territory. When necessary, patients are transferred for specialist treatment to a main hospital.

At all main centres there is an ambulance service.

### *Health Centres*

At Wosera in the East Sepik District, the building of the Health Centre continues. The Ewassi Rural Health Centre in the East Nakanai, West New Britain District, which is being built on a community basis especially by the Nantambu Memorial Foundation, will be completed this year and will be staffed by the Department of Public Health.

Health centres are concerned with the prevention of disease; the promotion of the general health of the community through health education and the development of environmental health services (such as village sanitation and water supplies); infant and maternal welfare (including ante-natal and post-natal care, domiciliary midwifery and school health examinations); control and evaluation of communicable diseases; surveys and assessments of community health needs and local epidemiological patterns, and planning local health programmes in consultation with the community. The domiciliary services in relation to tuberculosis, leprosy and malaria are also supervised from the centres on behalf of the specialist units. Out-patient work is concentrated on early detection and diagnosis, and patients requiring in-patient care are referred elsewhere for treatment.

Health centres complement the work of both hospitals and aid posts by educating the community in the curative services available and by stressing the need for early treatment.

The Department of Public Health is responsible for staffing the centres and providing drugs and medical equipment. Councils provide buildings and are gradually assuming some measure of financial responsibility for the salaries of staff, the cost of drugs and dressings and the provision of transport.

### *Medical Aid Posts*

Medical aid posts are set up to serve groups of villages throughout the Territory and are staffed by indigenous aid post orderlies who have completed a two-year course of training, or by hospital orderlies. The posts extend simple medical aid to indigenous people, assist



in establishing good hygiene practices and encourage the sick and injured to seek admission to hospital for treatment. Aid post orderlies (A.P.O.'s) carry out regular medical patrols to the villages within their areas.

With the improvement of communications and road systems some Administration aid posts have become redundant and have been closed or transferred elsewhere.

The following table shows the distribution, by District, of Administration aid posts and the number of posts staffed by aid post orderlies. The remaining posts are staffed by hospital orderlies.

District	Number of Aid Posts	Posts staffed by A.P.O.'s
Morobe .. ..	197	196
Madang .. ..	120	95
East Sepik .. ..	120	118
West Sepik .. ..	76	60
Eastern Highlands .. ..	94	92
Chimbu .. ..	67	67
Western Highlands .. ..	123	117
East New Britain .. ..	41	38
West New Britain .. ..	19	19
New Ireland .. ..	36	34
Bougainville .. ..	29	29
Manus .. ..	31	30
Total .. ..	953	895

*Administration Medical Patrols*

Details of the patrols made by the Department of Public Health are:

No. of patrols .. ..	923
Days of patrol .. ..	5,515
Treatments given .. ..	54,873

These patrols are known as 'classical' patrols and are only undertaken in remote areas. Field staff also made numerous visits to areas around their stations visiting and inspecting aid posts, checking village environmental sanitation projects or attending to other field duties. Specialists also made visits in the rural areas.

*Specialist Services*

*Maternal and Child Health Service.* The aims of this service are to reduce the mortality among infants, children and mothers, and to maintain them at the highest level of health. These aims are furthered by regular clinics, school health teams, pre-school activities and the training of local girls in all aspects of the work including Midwifery. Guidance and advice on the growth and development of the child, and the care of the mother during preg-

nancy and labour have helped to reduce the childhood and maternal mortality figures.

The basis of maternal and child health work is the mobile or village clinic, and with the establishment of area child health specialists the care of children in hospital is also the responsibility of this service.

The work of the clinics includes advice and demonstration on current feeding patterns, utilisation of local foods, the teaching of hygiene and health and the treatment of sickness and ailments. At all clinics immunisation against whooping cough, diphtheria, tetanus is carried out, and BCG is given to all babies and children. Immunisation against poliomyelitis is carried out in urban areas. Mothers are immunised with tetanus toxoid to protect the neonate against tetanus.

Family planning is an integral part of the work of the Maternal and Child Health Programme, and free advice and assistance is available to any couple who requests it.

Regional and District Health Matrons plan and co-ordinate the maternal and child health services conducted by the Administration and Missions.

There are six area Child Health Specialists working in New Guinea at Wewak, Lae, Mount Hagen, Goroka and Madang. At the end of the year there were 39 Administration Centres including 8 rural health centres providing maternal and child health services. The 731 village clinic centres served 2,296 villages and a total population of 530,159. The number of children under school age enrolled were 53,766 and ante-natal attendances totalled 30,987. Details are given in tables 12, 13, 14 of Appendix XIX.

Enrolments with the school medical service in New Guinea totalled 59,344 and 37,035 examinations were made during the year. A total of 44,693 treatments were given.

Missions undertaking school medical examinations in New Guinea reported 36,575 children enrolled, 27,171 examinations, and 51,569 treatments.

Missions in New Guinea submitted maternal and child health reports from 135 of their stations. There were 1,592 clinics serving 3,810 villages and a population of 667,307.

Details are given in tables 15 and 16 of Appendix XIX. The total population served by both the Public Health Department and the Missions undertaking maternal and child health work in New Guinea was approximately



1,197,466 with 2,323 clinics, serving 6,106 villages.

*Pre-schools.* Pre-school activities are controlled by the Department of Public Health as part of the maternal and child health service. A pre-school officer co-ordinates and supervises the work of this section.

There are thirty-one pre-school centres in New Guinea with a total enrolment of 1,141 children. These centres, which cater for all races, have been established at Rabaul, Madang, Bulolo, Goroka, Manus Island, Kavieng, Lae, Mount Hagen, Wewak, Kainantu, Kundiawa, Kerowagi and Wabag.

The Pre-School centres in the Territory are classified as 'A', 'T' or 'S' type centres. Of the thirty-one centres in New Guinea, twelve are known as 'A' type centres, staffed by trained pre-school teachers—overseas officers, and provide an Australian type programme for English speaking children. There are 12 'T' type centres providing a Territory orientated programme for children speaking English as a second language. These centres are staffed by locally trained Papuan and New Guinean pre-school teachers. There are 7 'S' type centres staffed by approved, but mostly untrained, supervisors. Children of all races attend these centres which offer a good example of successful integration.

*Mail Box.* The Mail Box Scheme provides a pre-school service for families on outstations and supplies parcels of books and ideas for activities suitable for pre-school age children. There were 46 families enrolled in the scheme in 1969-70.

*Pre-School Teacher Training.* There are 21 students undergoing training, 6 in first year, 8 in second year, and 7 in third year. This course is designed to train local girls as pre-school teachers, capable of managing centres throughout the Territory and eventually replacing overseas teachers. An assistant pre-school officer in charge of training is responsible for the co-ordination and supervision of the pre-school teacher training course, and is assisted by training officers.

*Malaria Service.* The malaria programme in the Territory of Papua and New Guinea remains one of the largest Public Health undertakings by the Administration and is operational in twelve of the eighteen districts.

No change is anticipated in the method of attacking malaria, and DDT remains the best

and safest insecticide for residual spraying. Active planning is being undertaken for the introduction of surveillance in some areas where the parasite rate is being maintained at a low level.

There have been no extensions of spraying operations, and none are planned until assessment of the programme is complete.

Considerable population resistance has built up in some areas where the campaign has been in operation for a long period of time. Health education and public relations measures have been stepped up to deal with problems associated with long-term spraying, and specific objections are being looked into.

Currently, the bed bug problem is being investigated, and a trial is being conducted in two districts, using malathion mixed with the DDT charge, in an effort to reduce the numbers of bed bugs within the dwellings being sprayed. To date this has been successful, and it is anticipated that the mixed charge will be used in future in all spraying operations.

In view of the importance of the effect of malaria on economic development programmes, steps are being taken to ensure close liaison between such ventures and the Malaria Service.

The present staff situation is as shown:

Local officers	..	..	280
Casual spraymen	..	..	432
Overseas officers	..	..	21

Of these officers all laboratory supervisors are local officers, three of the twelve district supervisors are local officers, and there are eight overseas district supervisors.

Training in the 1969-70 period was undertaken at the National Training School at Kundiawa.

The courses were as follows:

	<i>No. of</i>		
	<i>Courses</i>	<i>Passes</i>	<i>Failures</i>
Area Supervisors	.. 3	12	3
Team Leaders	.. 1	16	4
Assistant Team Leaders	.. 2	34	6
Laboratory Technicians	.. 1	2	0

The field section of training at Kainantu has been disbanded and all training is now done at Kundiawa.

Three advanced courses in malaria were attended in Manila, by Health Department staff, and the Department was represented at the 6th Asian Conference for Malaria.



A workshop in malaria was held in September 1969, for senior health officers. Two advisers from the World Health Organisation, and other eminent malariologists lectured and were available for questioning during the whole period.

A training conference was held in December 1969, during which a reconstruction of training was envisaged and a training manual was proposed and commenced.

*Tuberculosis Control.* Epidemiological, case-finding, and vaccination programmes were carried out in most Districts of the Territory during the year. 68,897 Tuberculin tests, 373,282 vaccinations with BCG vaccine, 44,838 70 mm. micro-film examinations were done.

There were 1,888 patients receiving treatment at the end of the year, either as in-patients in Administration and Mission hospitals, or on domiciliary programmes.

The Central Laboratory at Lae, under the management of a trained Melanesian technologist, prepared 8,283 culture slopes, and examined 5,144 sputum smears. There were 5,180 cultures examined, and drug sensitivity studies were done on 64 specimens.

A Melanesian Medical Officer proceeded to New Zealand during the year to undertake post-graduate training in Public Health Medicine.

*Venereal Diseases.* During the year a sharp outbreak of syphilis developed in the Eastern Highlands of New Guinea, and a total of 160 cases were diagnosed. As a result of this outbreak a venereal disease control unit has been set up at Goroka and a venereal disease clinic established at Lae. Intensive epidemiological and sociological investigations are in hand to determine the pattern of this outbreak.

*Leprosy.* There are four Administration and three Mission Leprosy Colonies in New Guinea. These are located as follows:

District	Colony	Number of patients
Western Highlands	Togoba ..	252
Western Highlands	Yampu(a) ..	276
East Sepik ..	Aitape(b) ..	146
Madang ..	Hatzfeldhaven(b) ..	44
Morobe ..	Etap(a) ..	54
New Ireland ..	Anelau ..	109
Bougainville ..	Torokina ..	18

(a) Mission Hospital. (b) Combined Leprosy and Tuberculosis Hospital.

There are also 44 patients at the Lutheran Mission Hospital at Asua in the Madang District.

The policy of domiciliary treatment has been pursued more vigorously. During the year under review 6,845 patients received domiciliary treatment through the Administration and Mission General Hospitals and Aid Posts. Patients admitted to the Leprosy Colonies and various Administration and Mission Hospitals totalled 2,853 and 2,278 were discharged to continue treatment in their home environment.

Leprosy case finding surveys were conducted in the following areas:

Area surveyed	Population examined	Prevalence per cent of leprosy
Turubu, East Sepik District ..	970	2.06
South Waghi, Western Highlands District ..	3,317	0.42
North Waghi, Western Highlands District ..	15,391	0.80
Lake Kapiago, Western Highlands District ..	5,730	0.31
Pailla, Western Highlands District	2,254	1.02
Pogera, Western Highlands District ..	3,627	1.29
Kompian, Western Highlands District ..	2,064	2.13
Baiyer River, Western Highlands District ..	12,160	1.01
Ambum, Western Highlands District ..	6,993	2.60
Tchak, Western Highlands District ..	9,252	2.32
Karimui, Chimbu District ..	5,200	8.19
South Wapei, West Sepik District	3,586	0.28
Lumi Local, West Sepik District	2,479	1.61
West Au, West Sepik District ..	2,294	0.78
West Au, West Sepik District ..	2,646	0.71
Somoro, West Sepik District ..	2,417	0.28
S.W. Wapei, West Sepik District	1,058	0.18
W. Wapei, West Sepik District ..	1,317	1.06
Mamblo Maimai, West Sepik District ..	2,335	0.46
Bogadjim, Madang District ..	2,973	1.73
Warup, Madang District ..	1,043	1.91
Usino, Madang District ..	163	2.38
Madang District—		
Angamu-Kumara ..	} 1,518	1.44
Angau-Anor ..		
Mot and Yagonon, Madang District ..	1,780	1.23
Manus Island, Manus District ..	10,026	1.11
South and East Coast New Hanover, New Ireland District ..	7,135	1.13
Tabar Island, New Ireland District	811	0.20
Bougainville Island, Bougainville District ..	17,644	0.41



The Specialist Surgeon, Leprosy Reconstructive Surgery Unit, Madang, visited Hatzfeldhaven, Yampu, Rabaul and Kavieng, in connection with leprosy surgery. He has performed 262 operations on leprosy patients. The Leprosy Reconstructive Surgery Unit is also concerned with general leprosy control work and the teaching of leprosy of the Paramedical Training School at Madang.

The Surgeon at Togoba Hansenide Colony has also been actively engaged in leprosy surgery at Togoba, Mambas and Yampu Hansenide Colony. He has performed 124 operations on leprosy patients.

The Regional Leprosy Control Unit at Mount Hagen has provided in-service training in leprosy for Mission as well as Administration personnel. It has also conducted health education in leprosy in all areas.

*Dental Health.* Dental Services are provided under two categories—the School Dental Health Service and the General Service. School Dental Health Services provide free treatment to all primary school children up to the age of 15 years. The backbone of this service are the Dental auxiliaries locally trained at the Port Moresby Dental College. These operating auxiliaries are supervised by professionally qualified dentists both expatriate and local. The training of local dentists is now undertaken at the Port Moresby Dental College.

There are 31 clinics staffed by 10 Dental Officers, 40 Dental Nurse/Assistants and 7 Dental Technicians.

The General Service caters for all categories of patients not eligible for treatment under the School Dental Health Service.

DENTAL STATISTICS  
Year ended 31 March 1970

Type of Treatment	School	General	Total
Initial examinations ..	29,191	27,991	57,182
Revision examinations ..	32,141	..	32,141
Extractions .. ..	6,530	21,100	27,630
Restorations .. ..	28,068	11,242	39,310
Periodontal Treatments ..	27,028	4,005	31,033
Total attendances	63,514	32,525	96,039

*Ophthalmology.* Routine medical patrols record eye cases requiring non-immediate specialist attention and at intervals selected patients are brought together at convenient centres for treatment by the ophthalmologist. Cases requiring immediate specialist attention are referred to the Angau Memorial Hospital in Lae, the Nonga Base Hospital in Rabaul, Goroka General Hospital, or the Port Moresby General Hospital.

At centres where ophthalmologist services are available the school children are examined and active cases are treated immediately.

*Mental Health.* Newly graduated psychiatric nurses have been posted to the psychiatric wards at Lae and Goroka and to the Nonga Hospital in Rabaul. All Administration general hospitals undertake the psychopharmacological treatment of the mentally ill and electroconvulsive units are installed at Lae, Rabaul, Goroka and Madang Hospitals.

The third group of ten psychiatric nursing trainees have commenced their course during the year. Comprehensive psychiatric training for selected medical officers continues at Port Moresby General Hospital, the Boroko Psychiatric Clinic and the Laloki Psychiatric Centre.

The Mental Health Division advises the Administration on preventive aspects of mental health and forensic ethnopsychiatry, undertakes transcultural psychiatric research and studies trends in acculturation and community mental health on a comparative basis both in New Guinea and overseas.

*Artificial Limb Factory.* The artificial limb factory for the Territory, attached to Angau Hospital at Lae, produced 128 new limbs during the year, repaired 57 limbs, manufactured 2,900 pairs of crutches and 285 pairs of protective footwear for leprosy patients, as well as attending to the maintenance and manufacture of hospital equipment.

*Medical Research.* The Institute of Human Biology which, as reported previously, has taken over the functions of the Medical Research Divisions of the Department of Public Health, and absorbed the duties of the Papua and New Guinea Medical Research Advisory Council, continued in its research functions.



### (c) ENVIRONMENTAL SANITATION

#### *Removal and Treatment of Waste Material*

Further extensions were made to the sewerage reticulation system in Lae and Goroka. Proposals have been examined for the construction of a sewerage system at Arawa township, near Kieta on Bougainville Island.

The use of 'pour flush' pit latrines has been encouraged in all low-cost housing areas where conditions are suitable.

The cost and problems associated with night-soil collection have been investigated and strong recommendations made for the provision of sewerage whenever possible.

Schools, commercial buildings and dwellings have been connected to septic tanks wherever possible. Health Inspectors have advised on the installation of septic tanks in urban areas. Public Health staff have encouraged village people to construct pit latrines or over water latrines, and have given advice on their construction.

Considerable improvement has been effected in garbage disposal by the institution of properly executed sanitary land-fill.

Education of village people on the safe disposal of excreta, household wastes and drainage of water has been an important Health Education project.

#### *Water Supply*

Local Government Councils were financially assisted to the extent of \$16,000 for the construction of 158 water projects. Water supply projects installed in villages under the Rural Development Scheme exceed 400 at a cost of \$160,000.

Health Inspectors and other Public Health staff gave technical advice to villagers and local government councils on the installation of safe water supplies.

Continued efforts have been made to improve rural water supplies by the construction of protected wells, and the provision of more durable water supply tanks.

Regular bacterial examinations of water supplies in both urban and rural areas were made.

#### *Food Inspection*

The continued growth of the importation and the local production of food has resulted in increasing the amount of food inspection

carried out by health inspectors. The addition of six newly graduated local health inspectors from the Madang Paramedical College has permitted more activity in this field. For the first time, health inspectors have been stationed at Mendi, Kundiawa and Kainantu and an additional senior health inspector at Kieta. In the towns of Lae, Madang, Kavieng, Goroka, Rabaul and Port Moresby, 3,920 inspections were made of food premises and 201,391 lb of unfit food condemned. Bakeries, meatshops, grocers, hotels and restaurants were among the food premises inspected and a general improvement in the standard of the premises has been noted. Particular attention was given to the inspection of imported frozen and chilled food, to ensure that it remained fit for human consumption.

#### *Inspection of General Premises*

Commercial and domestic buildings, including public buildings and schools were inspected and where necessary orders were issued to rectify defects which were prejudicial to health. In the towns of Lae, Madang, Goroka, Kavieng and Port Moresby 7,519 inspections were made and 491 orders issued to effect improvements.

#### *Control of Pests Dangerous to Health*

Continual efforts were made to maintain town areas free from rodent and insect pests.

Rural communities were advised on methods of controlling breeding areas of mosquitos and other pests.

In all ports rat control was rigidly enforced.

### (d) PREVALENCE OF DISEASE

#### *Health Evaluation Survey*

The Territory Epidemiological Sample Survey Report has been completed and published ('An Epidemiological Sample Survey of the Highlands, Mainland and Islands Regions of the Territory of Papua and New Guinea'). This Report indicates the rural pattern of disease and its relation to specific disease symptoms.

#### *Principal Diseases and Principal Causes of Death*

Table 7 of Appendix XIX sets out, for the year under review, the frequency of the



principal diseases treated and the principal causes of death in Administration hospitals.

Vital Statistics

There are still no valid overall health and epidemiological statistics available. Information being obtained by the increasing number of local government councils will in future years provide a basis for such statistics.

(e) PREVENTIVE MEASURES

Vaccination

The Administration continues to provide free of charge all vaccines for the control and prevention of communicable diseases.

Routine immunisations against Whooping Cough, Diphtheria and Tetanus is given to infants and children. BCG is given to new born babies in hospitals and to infants and children at Maternal and Child Health Clinics.

The following immunisations were given by Department of Public Health and Missions maternal and child health workers.

	Triple Antigen	CDT	Tet-tox	BCG	Sabin
Public Health De- partment .. ..	56,346	10,429	17,560	11,406	19,211
Mission .. ..	78,644	18,250	28,600	22,376	12,373
	134,990	28,679	46,160	33,782	31,584

Control of Infectious and Contagious Diseases

Compulsory notification of infectious diseases and the precautions to be taken against the spreading of diseases are prescribed principally in the *Public Health Ordinance* 1932-1960; the *Public Health (General Sanitation) Regulations*; the *Mosquito Prevention and Destruction Regulations*; the *Suppression of Hansen's Disease Ordinance* 1952-1953; and the *Infectious Diseases Regulations*.

Under the *Infectious Diseases Regulations*, local medical authorities must be notified immediately of cases of any of the prescribed infectious diseases.

There was a major epidemic of influenza during the current year. In coastal areas, while morbidity was high, mortality was negligible.

However, in the Highland areas mortality at times exceeded 2 per cent and considerable excess morbidity occurred in the population. Large-scale immunisation campaigns were undertaken in certain Highland areas prior to the onset of infection but little evidence was subsequently obtained that immunisation materially influenced the outcome of disease in those infected.

It was found that daily treatment patrols through the affected villages, utilising antibiotics and antimalarials were extremely effective in preventing deaths from complications.

Quarantine

Two international airline services traverse New Guinea—one through Bougainville to the British Solomon Islands Protectorate and the other through Lae and Wewak to West Irian.

QANTAS international airline operates through Port Moresby on its services between Manila, Hong Kong and Australia. Full quarantine procedures are taken on arrival of these services and any unscheduled international flights.

The Territory's policy of requiring all people from Asian countries to have a valid international certificate for cholera is justified by the continued presence of cholera in many of these countries.

International shipping calls at Territory ports. Full precautions are carried out at all ports of first entry by medical officers and supporting staff, except that modified procedures apply to vessels and aircraft arriving from Australia and New Zealand.

The domestic quarantine practised in connection with the recruitment of labour from Highland areas for work on coastal plantations was continued.

(f) MEDICAL TRAINING AND HEALTH EDUCATION

Training

The Division of Medical Training of the Department of Public Health is responsible for the training of staff for the health services of the Territory. Students are trained at the Papuan Medical College, Port Moresby, the Paramedical Training Centre, Madang, the Community Health Practice Centre, Kainantu,



the Schools of Nursing at Port Moresby, Rabaul, Lae, Wewak and Goroka, the Nursing Aide Training Schools at Lae, Madang, Goroka, Wewak, Lorengau, Kavieng, Mount Hagen, Kieta and Mendi. In-service training courses are also given in the specialised fields of maternal and child health, dentistry, malaria eradication and tuberculosis control by the relevant division of the Department. The Institute of Health Education conducts a course which awards a Diploma of Health Education.

*Medical Officers.* The Papuan Medical College, which is associated with the Port Moresby General Hospital is to become the Faculty of Medicine at the University of Papua and New Guinea and will in future award the Degrees of Bachelor of Medicine and Bachelor of Surgery. The special emphasis on Territory health problems will be maintained during the medical course. Future relationship between the University and the Department is being worked out. Eighteen male and five female students from Papua are enrolled at the College; 34 male and 7 female students from New Guinea; 5 male students from Tonga; 1 male student from Samoa; 1 male student from Nauru; 3 male and 2 female Australian students. Six medical officers graduated from the College in 1969, 4 from Papua, 1 from West Irian and 1 from the BSIP. The qualification given was the Diploma in Medicine of the Papuan Medical College. Provisional registration is granted on graduation by the Medical Board of Papua and New Guinea, and after successful completion of a control compulsory 2-year internship full registration is granted. The minimum educational requirement for entry to the course will now be a matriculation of the University of Papua and New Guinea. All eligible applicants from Papua and New Guinea are accepted. Overseas students are admitted when places are available.

*Nurses.* General nursing training is given at Port Moresby, Rabaul, Lae, Wewak and Goroka. The basic training course covers hospital nursing, public health nursing, mental health, obstetrics and maternal and child health. After completing the 3-year 4-month course, graduate nurses work in hospitals, rural health centres and clinics. After graduation nurses are expected to do 2 years of nursing before undertaking post-basic training courses in obstetrics. Plans are fairly advanced to commence a post-basic course in Public Health Nursing within the Territory.

	Papua	New Guinea	Others
Advanced Nursing Course 'B'—			
Port Moresby—			
Male .. ..	..	..	1*
Female .. ..	34	20	..
Post-Basic Course in Obstetrics, Rabaul School of Nursing .. ..	4	3	..
General Nursing, Rabaul—			
Male .. ..	5	35	..
Female .. ..	..	110	..
Wewak—Female .. ..	5	25	..
Lae—Female .. ..	38	61	1*
Port Moresby—			
Male .. ..	11	18	..
Female .. ..	76	27	..
Goroka .. ..	..	39	..
Students graduated from Port Moresby School of Nursing—			
Male .. ..	1	3	..
Female .. ..	16	8	..
Students graduated from Advanced courses in Port Moresby .. ..	11	3	..
Students graduated from Lae	4	13	1*
Students graduated from Rabaul School of Nursing—			
Male .. ..	1	9	..
Female .. ..	..	12	..
Students graduated from Wewak School of Nursing	4	3	..

\* British Solomon Islands Protectorate trainees.

*Health Extension Officers.* These are trained at the Paramedical Training Centre, Madang, and the Community Health Practice Centre, Kainantu.

The training is in 3 stages, each stage being of approximately one year's duration. The stages are devoted to basic theory, practical experience, and final preparation for work as a health extension officer. The course is open to males who have reached an educational level of Form III.

At present there are 38 students from New Guinea, 17 from Papua and 2 from British Solomon Islands Protectorate, undertaking the course. During the year 11 students from New Guinea and 5 from Papua graduated as Health Extension Officers. The health extension officer is a general health worker who is trained to carry out responsible work in rural health services. His training is designed to give him a wide general knowledge of health work, in particular rural health work, disease control, administration and health education. The curriculum for the course was revised in November.



A correspondence course for a Certificate of Tropical Health is available for graduate health extension officers.

*Health Inspectors.* There are 18 New Guineans and 15 Papuans enrolled in the health inspector's course at the Paramedical Training Centre in Madang. The entrance standard for the course is Form IV. Two New Guineans, 4 Papuans and 1 overseas student, graduated this year and received the Certificate of Health Inspection from the Royal Society of Health.

*Nursing Aides.* A one-year course for nursing aides is given at Goroka, Kavieng, Kieta, Lae, Mount Hagen, Lorengau, Madang, Mendi and Wewak. Girls with Standard IV education are taught the basic nursing care of hospital patients and those aspects of public health which can be applied in the home and village environment. The training is also expected to be of value to girls after marriage and is designed to enable them to make a positive contribution towards improving village life. There are 316 girls in training as nursing aides in various schools in New Guinea.

The Administration continues to assist Mission training in maternal and child health. There are 6 Mission Maternal and Child Health Training Schools in New Guinea in which 145 New Guinean and 6 Papuan students are in training. In Papua there are 4 training schools with 66 Papuans and 12 New Guinean students in training. During 1969-1970 20 students passed the Child Health Examination and 29 passed in Midwifery. Twenty-seven students completed both certificates in New Guinea. In Papua 4 passed the Child Health Examination, 8 passed Midwifery and 7 completed both certificates.

*Radiographers.* Students who have passed Form IV educational standard are accepted for training as radiographers. The course lasts for 3 years and is carried out at the Port Moresby General Hospital. Three New Guinean and 4 Papuan male students and 2 New Guinean female students are in training as radiographers and 3 New Guinean male students graduated during the year.

*Medical Technologists.* Students who have passed Form III educational standard are accepted into this course which lasts for 3 years and is carried out at the Port Moresby General Hospital. Four New Guinean, 8 Papuan and 1 British Solomon Islands Protectorate male students and 5 Papuan and 2

New Guinean female students are in training as medical technologists. Two New Guinean and 1 Papuan students graduated during the year.

*Dental Officers, Dental Nurse/Assistants and Dental Technicians.* Students with a pass in Form IV or equivalent are accepted into the Dental Officers' Course. Commencing in 1969 students will be required to complete the preliminary year at the University. The Dental Officers' Course is over a period of 4 years. Students with a pass in Form III educational standard are accepted into the Dental Assistants/Nurse Course which takes 2 years while those candidates with a pass at Form II educational standard are accepted for the Dental Mechanics course of 3 years duration.

All of these courses are given at the Dental College, Port Moresby. During the year the following students graduated as Dental Technicians:

- 2 New Guinean males
- 2 Papuan males

and the following graduated as Dental Assistant/Nurses:

- 3 New Guinean males
- 1 Papuan male

A further four final-year Dental Nurse/Assistants were held back for supplementary examinations later in the year.

At 30 June 1970, the following students were undertaking courses at the Port Moresby Dental College:

Dental Officer Course—

- 6 New Guinean males
- 1 New Guinean female
- 5 Papuan males
- 1 Papuan female

Dental Nurse/Assistant Course—

- 4 New Guinean males
- 7 New Guinean females
- 4 Papuan males
- 1 Papuan female

Dental Technician Course—

- 5 New Guinean males
- 2 Papuan males

*Malaria Service Personnel.* Training of Staff used in the Malaria Eradication Programme is undertaken by Malaria Service Control. All students undertake their formal training at the



Malaria School, Kundiawa. Trainees are divided into four groups (a) squad leaders, (b) team leaders, (c) area supervisors and (d) laboratory technicians.

The training for each of the first three of these groups lasts for 6 months and is followed by two years of in-service training. The training for the laboratory technicians lasts for 10 months and is followed by 2 years of supervised in-service experience at designated laboratories. Sixteen team leaders and 2 laboratory technicians completed their training during the year, also 12 area supervisors and 34 squad leaders completed their courses.

### *Health Education Service*

A system of health education to suit the needs of the Territory has been developed and this covers all aspects of the health education services including training, material production and principles and practices in health education. In this system stress is placed on the need for good public relations and community goodwill in gaining community co-operation in special public health programmes and in the acceptance of beneficial health practices.

A local officer is in charge of Education and Training and is the Principal of the Institute of Health Education which is the Health Education Training Centre for the Territory. Three Papuans and New Guineans are proceeding overseas for further experience in Health Education and it is expected that this experience will enable them to function more effectively in the service.

District Health Educators work in several districts and it is expected that, in the next 4 months, District Health Educators will be working in all the Districts. These officers are responsible for the training of health workers and others in health education and for the promotion of health education services in the Districts. Steps are now being taken to strengthen the health education orderly system and arrangements have been made for the training and supervision of 100 Health Education Orderlies who will work on health education and communication activities among the rural communities.

The third study course for the Diploma in Health Education is proceeding and there are 13 students. The participants come from the Department of Public Health, other Administration Departments, Teachers' Colleges, and

one from overseas. Five of the Diploma students are from New Guinea. The Diploma in Health Education course of studies covers a period of 1,600 hours spread over one academic year. The curriculum is divided into six main areas: The Principles of Education and Health Education; Social Sciences in Health Education; Public Health; Health Education Methods and Media; Community Health Education and School Health Education. During the year there have been major developments in school health education. A curriculum outline has been developed for the 6 grades of the primary school. Health Education teaching kits, for primary standard 1 and standard 2 have been printed and these kits include a Teacher's Handbook, set of teaching charts and set of teaching cards. It is expected that the detailed syllabus and teaching materials for the remaining 4 grades of the primary schools will be completed by early 1971.

Large quantities of health education materials have been produced at the central health education materials workshop and distributed to health education and welfare workers throughout the Territory. There has also been a steady demand for these materials from overseas.

Radio broadcasts have been a regular feature of the health education services with several health broadcasts a week from Administration radio stations and a weekly school health broadcast by the Australian Broadcasting Commission. During the year there has been an increase in the number of health broadcasts and new sessions have been introduced.

Research in health education continued and during the year special emphasis has been placed on health education studies connected with child care, nutrition, malaria, dental health, health of farmer-settler families, and communication. As a result of these studies it is expected that basic documents and plans covering these areas will be developed during the coming year.

*Family Planning.* Further in-service training courses in family planning were held during the year for Maternal and Child Health Section, from the Department of Public Health and Missions. During the year 2,500 women were given advice and 800 were offered a form of contraception.



## (g) NUTRITION

Village diets within the Territory are based on a number of staple foods. Shifting cultivation is the general method of food production for home consumption and the available staples include taro, yam, sweet potato, banana, sago and cassava. Coastal lowland areas use mainly taro, but above 4,000 ft sweet potato predominates. These are all foods with a low protein to calorie ratio. Additional protein comes from a variety of sources including fish from coastal areas, coconuts in lowlands, and recently, the influence of trade stores has made tinned fish and meat both popular and economical in villages. Village diets, which normally have green leaves, fruit and vegetables included, should theoretically not be deficient in vitamins or minerals but many areas consume diets low in protein by comparison with accepted standards in nearly all societies.

In the urban areas, bread and imported rice are increasingly used as a staple food. Meat and fish give additional protein and a variety of foodstuffs is available. However, the foods actually consumed tend to be the high calorie staples with minimal fresh vegetables and fruit, partly due to the cost of these foods in the towns. Protein intake should be adequate in most towns but the possibility of vitamin deficiency exists where diets are not supplemented with fresh vegetables. The existence of mineral deficiency is unknown and the dietary factors in iron deficiency anaemia have not yet been evaluated. Legislation covering vitamin and mineral enrichment of flour, rice, margarine and salt is in progress, together with food additives regulations to conform with international standards wherever possible.

Malnutrition, as an overt clinical condition, was once a common finding especially in highland areas but is disappearing now. The toddler mortality rate, an index of the nutritional status of a community, remains high in many highland areas although a distinct downwards trend has been noted in many societies coincident with health improvement and economic development.

Nutrition research is concentrating on the evaluation of anthropometric, biochemical and demographic indices in relation to the effectiveness of health programmes. Various sources of supplementary protein are being examined for use in different areas as acceptability of new and introduced foods tends to be deter-

mined by the local staple diet. These supplements include imported milk, biscuits, fish from introduced fish ponds, various legumes and extracted leaf protein. Many sweet potato varieties are being examined for variation in protein content in order to identify and encourage high yielding strains of improved nutritional quality.

Nutrition programmes are directed towards nutrition education in villages through the maternal and child health services of the Health Department and by Women's Clubs. Nutrition is included in primary school curricula and is being introduced in teacher training colleges and other tertiary establishments. A course of lectures and practicals on nutritional science with demonstration of nutrition education techniques is given to nurses in training and medical students.

## CHAPTER 8

### NARCOTIC DRUGS

Narcotic drugs are neither manufactured or produced in, nor exported from the Territory. Importation is controlled by the *Dangerous Drugs Ordinance* 1952-1962. (Power to prohibit the importation of dangerous drugs also exists under the Customs Ordinance, but in practice the Dangerous Drugs Ordinance provides a sufficient measure of control). Labelling, distribution and sale are controlled under the *Poisons and Dangerous Substances Ordinance* 1952-1965. The *Medical Ordinance* 1952-1963 provides for the registration of pharmacists and the *Pharmacy Ordinance* 1952-1953 regulates the practice of pharmacy.

The importation of dangerous drugs is not permitted without a licence from the Administrator. Adequate safeguards are prescribed for the receipt, storage and sale of these drugs and their use is strictly limited.

The following conventions relating to narcotics have been applied to the Territory:

International Convention relating to Dangerous Drugs, with Protocol 1925;

International Convention of Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs 1931 and Protocol of 1948;



Protocol for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade in, and Use of Opium.

Single Convention on Narcotic Drugs 1961.

The following quantities of opium and its derivatives and other dangerous drugs were used during the year, solely for medicinal purposes:

		Grammes
Opium in Preparations	..	8,109
Pethidene	.. ..	5,970
Normethadone	.. ..	501
Codeine	.. ..	474
Morphine	.. ..	244
Hydrocodone	.. ..	100
Pholcodine	.. ..	48
Methadone	.. ..	36
Diethylthiambutine	..	18
Dextromoromide	..	6
Cocaine	.. ..	2

The importation of diacetylmorphine (heroin) and diphenoxylate is prohibited for all purposes. The importation of lysergic acid and its salts, dimethyltryptamine, diethyltyptamine and all other hallucinogens is prohibited except for special use by psychiatrists approved by the Director of Public Health.

CHAPTER 9  
DRUGS

The distribution, storage, use and sale of drugs and pharmaceuticals are controlled by the *Poisons and Dangerous Substances Ordinance* 1952-1965 and Regulations, and the ordinances referred to in the preceding chapter.

The *Drugs Ordinance* 1952 and Regulations prescribe standards for drugs.

CHAPTER 10  
ALCOHOL AND SPIRITS

*Legislation*

The following legislation provides for the control of the production and distribution of alcoholic liquor:

*Excise Ordinance* 1956-1959

*Excise (Beer) Ordinance* 1952-1960

*Liquor (Licensing) Ordinance* 1963-1968

*Liquor (Miscellaneous Provisions) Ordinance* 1963

Under the Excise Ordinance the manufacture or distillation of alcoholic liquor is subject to licensing by the Comptroller of Customs. The Excise (Beer) Ordinance provides for the licensing of brewers and prescribes the conditions to be observed in the brewing of beer.

The Liquor (Licensing) Ordinance controls the licensing of premises and the sale of liquor. The law applies equally to all people in the Territory.

The Ordinance provides that the Administrator may declare a part of the Territory to be a licensing district and also provides for the establishment of a Liquor Licensing Commission consisting of a chairman appointed by the Minister and two Commissioners for each licensing district appointed by the Administrator, only one of whom may be an officer of the Public Service. The twelve administrative districts of the Territory have been declared licensing districts, and Commissioners (including four New Guineans) have been appointed for them.

The sale of liquor is prohibited except under licence or other authority issued in accordance with the Ordinance. The Commission is empowered to hear and determine applications for the grant, renewal, transfer or removal of a licence or the grant of a certificate, authority or permit, and to determine the trading hours under, or the conditions of, a licence, and related matters. Appeal from a decision of the Commission may be made to the Supreme Court. The Chairman of the Commission is required to make an annual report to the Administrator on the operation of the Ordinance.

The Ordinance also provides for the appointment of a Chief Licensing Inspector, and licensing inspectors for specified districts, for the purposes of administering the Ordinance.

The Administration provides financial and other forms of assistance to organisations conducting campaigns of temperance education in the Territory.



## Imports

The quantities of liquor imported into the Territory during the years 1968-69 and 1969-70 were as follows:

Commodity	1968-69	1969-70
Ale, beer, stout, cider ..	Imp gal 268,567	n.a.
Spirits—		
Brandy .. .. .	7,668	
Gin .. .. .	23,862	
Whisky .. .. .	18,685	
Rum (underproof) ..	57,811	
Rum (overproof) ..	7,319	
Other potable spirits (underproof) .. .. .	6,126	
Other potable spirits (overproof) .. .. .	35	
Wines—		
Sparkling .. .. .	5,902	n.a.
Still .. .. .	53,781	
Still (Sacramental) ..	2,835	
Total .. .. .	455,591	n.a.

n.a.—These figures are not yet available.

## Import Duties

The following import duties are levied on alcoholic liquors:

- (i) *Ales, beers, etc.*
  - (a) \$1.15 per gallon.
  - (b) For corresponding non-alcoholic beverages, 25 cents per gallon.
- (ii) *Spirits and spirituous liquors*
  - (a) When not exceeding the strength of proof, \$14.00 per gallon.
  - (b) When exceeding the strength of proof, \$14.00 per proof gallon.
- (iii) *Wines*
  - (a) Grape, sparkling, \$4.50 per gallon.
  - (b) Grape, still, containing less than 27 per cent proof spirit, 50 cents per gallon.
  - (c) Grape, still, including medicated and vermouth, \$1.00 per gallon.
  - (d) Grape, unfermented, 10 per cent *ad valorem*.
  - (e) Other than grape, not elsewhere included, including sake and samshu—
    - (1) when not exceeding the strength of proof, \$3.90 per gallon;
    - (2) when exceeding the strength of proof, \$5.60 per proof gallon.
  - (f) For sacramental purposes—50 per cent of the specified appropriate duty rate.

## CHAPTER 11

# HOUSING AND TOWN AND COUNTRY PLANNING

## Legislation

The legislation governing town planning and housing is:

- (i) the *Town Boundaries Ordinance* 1951-1952 under which the Administrator may declare a place in the Territory to be a town and set forth and declare the boundaries of a town;
- (ii) the *Town Planning Ordinance* 1952-1959 which provides for the planning and development of towns, the establishment of a town planning board and the division of towns into zones for residential, commercial, industrial and other purposes;
- (iii) the *Papua and New Guinea Place Names Ordinance* 1965 which establishes a committee empowered to assign a name to any place in the Territory and to alter any existing name;
- (iv) the *Papua and New Guinea Housing Commission Ordinance* 1967;
- (v) the *Papua and New Guinea Housing Loans Ordinance* 1953-1963; and
- (vi) the *Native Employment Ordinance* 1958-1967.

New town planning legislation is under consideration.

## Town Planning

Authority to supervise the planning and zoning of towns is vested in the Town Planning Board which is advised by a town planner.

## Surveys Completed

Boundary Surveys for rural leases were completed during the year in the Morobe, East and West New Britain, Manus, Bougainville, Madang, Eastern and Western Highlands, East Sepik and New Ireland Districts.

Restoration of title surveys were made in New Ireland, East and West New Britain, and Morobe Districts.

Land Tenure Conversion and Demarcation Surveys were carried out in the East New Britain, Western Highlands and Madang Districts.

Urban surveys of town allotments were effected in the towns of Madang, Kundiawa, Lae, Rabaul, Pangia, Kerevat, Kieta, Kokopo,



Cape Hoskins, Mount Hagen, Goroka, Minj, Wewak, Maprik, Kimbe, Lorengau, Kavieng, Bolu Bolu, Angoram, Finchhafen and Buvussi.

Trigonometrical control surveys were carried out in the East New Britain, Madang, Eastern Highlands and Morobe Districts.

### *Housing Conditions*

The majority of dwellings in urban areas of New Guinea are of timber frame construction clad with fibrous asbestos cement sheeting and galvanised iron roofing. At present this construction is the most economical from both the materials and construction viewpoint. Some local materials are being used including loom woven sago matting and stabilised earth bricks.

Significant advances have been made in the use of indigenous building materials since the Building Research Centre commenced operations in May 1964. The manufacture of stabilised earth, coronus and cement bricks with simple hand operated machines is now undertaken in fifty-two Territory centres. Experiments are presently being undertaken aimed at production of burnt clay bricks and present indications are that good durability bricks able to withstand forces of 1,700-1,800 p.s.i. will be within the capability of simple wood fired kilns.

Work is also proceeding on the preparation of new uniform building regulations appropriate to the Territory and covering both Papua and New Guinea. The regulations are to include sections on low-covenant and no-covenant dwellings.

People in rural areas build houses of traditional design from local materials. In recent years permanent manufactured materials have been incorporated with local materials. Houses tend to be constructed as the need arises and frequently as a community effort. As a result there is no housing shortage in these areas.

The drift to the towns that is the experience of all countries undergoing rapid economic development has also occurred in Papua and New Guinea. This has caused a rapid increase in urban populations and has led in a number of cases to overcrowding of existing accommodation and to the construction of groups of sub-standard dwellings on the fringes or towns. It is recognised that the problem of shanty settlements that develop in this fashion cannot be controlled by legislation, but can only be overcome by carefully directed

housing policies and programmes. Measures being adopted to deal with this problem are detailed below.

In considering government action in relation to housing, three main groups of the indigenous people are involved:

- (a) Administration personnel employed in both urban and rural areas.
- (b) Workers employed more or less permanently in private industry.
- (c) Migrants in urban areas in casual employment, self-employed or unemployed.

The Administering Authority is concerned to meet the needs of all three categories, and people from all categories are participating in Administration housing schemes. Private enterprise employers have, and generally accept, only limited responsibilities to provide accommodation for their local employees and many have been unable or reluctant to undertake accommodation programmes involving large capital expenditure. Minimum standards of housing are prescribed in the *Native Employment Ordinance* 1958-1967.

The major objectives of housing policy are to:

- foster the growth of private and self-help housing and home ownership.
- encourage the use of local and traditional building materials and the adoption of housing standards appropriate to the Territory.
- reduce over-crowding and shanty type housing conditions.

Major efforts in housing local officers are being made, and there was a considerable increase in the rate of construction for this purpose during the year under review. The Administration spent \$2,971,000 on local officer housing, an increase of \$1,094,000 on the amount expended in the previous year.

In addition, the Administration operated a housing loans scheme under the *Housing Loans Ordinance* 1953-1963 whereby advances are made to any member of the community for the erection of a house, the purchase or enlargement of an existing house, the completion of a partially erected dwelling, or the discharge of an existing mortgage. The maximum loan is \$7,000, and the maximum repayment period is 25 and 35 years for timber and masonry dwellings respectively. Minimum cash deposit is 5% of the first \$4,000, plus 10% of the remainder of the Administration valuation. The effective rate of interest is 5%



per annum. In the year ended 30 June 1968, forty-eight loans totalling \$285,640 were made, bringing the total number of loans made under the scheme to 430 and the total amount loaned to \$2,296,635. A separate scheme established in 1960 under the same ordinance provides low cost houses for rental and eventual sale, preferably to indigenes. When a tenant's application to purchase a house is approved, the principal component of the rent paid during his period of tenancy will be treated as a deposit on the house, which may be purchased by the instalments paid over a period of approximately 30 years. To 30 June 1968, 322 houses were constructed under the scheme.

Finance is also provided to persons under the provisions of the War Service Homes Act of the Commonwealth of Australia.

The major agent for carrying forward housing objectives of the housing programme will be the newly established Housing Commission. During the year a Housing Commissioner was appointed and commenced duty. In line with the recommendations of the 1964 report of the Mission from the International Bank for Reconstruction and Development, the Commission will progressively take over Administration housing responsibilities. It is required to operate as a business undertaking, that is, it pays interest on advances received from the Treasury and, in turn, charges in full for dwellings let and sold. Its operations, therefore, put the supply of housing on an economic basis for the first time.

The Housing Commission is to have responsibility for developing a public housing programme, stimulating self-help housing and encouraging the provision of private housing.

The Housing Commission will assume as one of its tasks the establishment of minimum-cost subdivisions, in which it may be expected many of the squatters and potential squatters will be able to obtain building blocks on terms within their economic capacity. The responsibilities of the Administration in this field are carried by the newly formed Department of Social Development and Home Affairs. It will do all it can, both directly and through advice and assistance to other organisations, both official and private, to assist the squatters towards achievement of a better standard of housing and general living conditions.

Private sector expenditure on housing has been increasing at a very high rate and this rate is expected to continue under the stimulus of the Housing Commission.

### *Housing Commission*

The Commission officially began its operations on 1 July 1968 when the Housing Commission Ordinance was brought into operation and on that day, by virtue of the Ordinance, the Commission inherited 322 houses built during the previous 8 years in Port Moresby, Lae, Madang and Rabaul, under the *Housing Loans Ordinance* 1953-1963.

The Commission, having been set up to operate on commercial lines, has to charge economic rentals, and has had no option but to ensure that tenants are not allowed to get seriously into arrears. This has been difficult especially in a country which has a long history of subsidised rentals, especially in Government housing. Hence the Commission has been forced to try to reduce housing costs to a level compatible with the income of the applicants.

The scope of the Commission's operations are very wide indeed, and many aspects of its work will, of necessity, take some years to implement fully. A study of the Commission's policy directive, given below, will indicate that the Commission has responsibilities other than building houses, and it is these other responsibilities which are more difficult to accomplish.

The policy directive is as follows:

The Housing Commission will have to operate within the limits of the Territory's resources. It cannot accept any general obligation to provide houses for the people of the Territory.

Its primary and most important task is to establish the conditions under which persons in need of housing will be able to acquire their own houses and be encouraged to do so. In undertaking this task the Commission is seen to have a responsibility to improve the design and quality of housing in the Territory as well as raising the total output of housing. Priority tasks for the Commission should therefore be to:

- (i) provide or arrange for the provision of sites for the building of dwellings by private persons on such conditions and tenure as will facilitate this purpose. (This should include collaboration with the Administration in the provision of 'no-covenant' housing areas for indigenes on which they erect their own houses);
- (ii) stimulate the supply of local and traditional materials on an organised basis and promote the use of local labour particularly unskilled labour in such ways as



encourage self-help housing and home ownership. (Examples of such activities could be organising production of packaged housing which can be erected with minimal technical skills or supervision, organising a steady flow of work for local contractors and local home-building industry, e.g. by offering a floor price for guaranteed supplies for a guaranteed period);

(iii) stimulate the flow of finance for home builders and assist them with plant, equipment and technical advice and in combining their own resources for home building purposes.

The Commission should operate initially in the main urban areas of Port Moresby, Rabaul, Lae and Madang and should not extend its operations beyond urban areas without approval by the Minister.

In designing building programmes, the Commission should encourage home ownership by giving emphasis to buildings for sale. It should aim to provide rental housing for tenants who would be unsuitable for sale housing (e.g. because of the itinerant nature of their employment). Rental housing might be mainly multiple and high density units.

The Commission should, in the areas in which it operates, have responsibility for all Administration sponsored housing except institutional and special purpose housing of the Administration. The timing and the manner of the assumption of the responsibility having regard to the capacity of the Commission, will be the subject of agreement between the Administration and the Commission. Except where allotted institutional and special purpose housing, local officers will be dealt with as part of the public housing programme. The housing of expatriate staff of the Administration in the areas where the Commission operates will be provided on an agency basis under conditions to be agreed between the Commission and the Administration and commencing on a date to be agreed having regard to the capacity of the Commission.

The Commission should accept applications for registration for housing from local officers of the Administration who are already housed but who wish to register for a dwelling of lower rental than the dwelling they occupy. Having regard to this, the Commission should initially devote a sub-

stantial part of its home-building programme to minimum cost housing for indigenes.

In its building construction and land development activities the Commission should take account of the requirements of industry, consulting with the relevant Administration Departments in this respect especially the Department of Trade and Industry. As required by the Administration, the Commission should assist the development of housing for industry using funds especially allocated for the purpose.

Area Offices have been established in Port Moresby, Lae and Madang. Port Moresby and Lae are both expanding very rapidly, but there is evidence that the expansion is introducing serious problems in both places—in Port Moresby, because although the Administration owns large areas of land beyond the present built-up areas, an adequate supply of planned allotments is not available—in Lae, because of the Administration's inability to purchase sufficient land beyond the built-up areas. Both these situations are producing squatter settlements, that is unplanned settlements of migrants who are coming into the towns in increasing numbers.

It seems very probable that about 50 per cent of the total number of people requiring housing are migrant settlers whose incomes would preclude them from acquiring any type of Commission house currently available.

The Commission has succeeded in developing a house costing \$1,525 in Port Moresby, complete with services, but excluding the cost of developmental works such as roads, stormwater drainage, water and sewerage reticulation. This house, at \$1,525 rents at \$3.50 per week, so that the occupant should be earning at least \$15 per week to be able to meet his rental payments. Something like 50 per cent of the Commission's applicants are earning less than \$15 per week, and nearly 20 per cent are earning less than \$10 per week.

The people who register with the Commission for a house would not represent a true cross-section of the people requiring housing. If the true picture was known, it would probably be found that nearly 50 per cent of the people requiring housing are earning less than \$10 per week.

The Commission is developing a 'self help' scheme which will enable people to obtain monetary and technical assistance from the



Commission. Experience elsewhere has shown that 'self help' schemes may save up to 10 per cent in cost but that the work usually takes 4 to 5 times longer than by contract. It is therefore very doubtful whether 'self-help' schemes will make a worth-while contribution towards overcoming the housing shortage. More success should be obtained by introducing no-covenant schemes, the chief virtue of which is that people migrating to the towns, will be settled in a planned subdivision in an orderly fashion. The alternative to this is a continuance and worsening of the squatter settlement problem.

Since one of the fundamental responsibilities of the Commission is to improve housing standards in the Territory, and since migrant settlers will constitute about half of the population increase in the major towns for many years, it is logical that the Commission should play an active role in this aspect of the housing problem. The preparation of sufficient allotments at the rate of output required will need to be a continuous process.

At best it is likely that only partial success in overcoming the problem will be achieved, and existing squatter settlements will almost inevitably grow. However it is considered desirable to concentrate on new arrivals with the speed required to achieve the best possible results. It is probably better to try to prevent the problems arising rather than to cure them after they have occurred. This is not to suggest that no attention should be given to existing squatter areas, but rather to try to overcome the problem at its source as the first priority task.

Apart from the no-covenant migrant problem, the Commission will be under pressure to build as many houses as possible in the main urban areas. Statistics show that the rate at which applications are being received in Port Moresby and Lae, is much greater than the current rate of Commission building.

*Housing Loan Ordinance.* The *Housing Loans Ordinance* 1953-1963 was repealed by virtue of section 3 of the *Housing Commission Ordinance* and all the right, title and interest of the Commissioner for Housing under the *Housing Loans Ordinance* 1953-1963, existing immediately prior to the commencement of the *Housing Commission Ordinance*, in and to any property owned by the Commission, has been transferred to and vested in the Commission;

and furthermore, all rights, obligations and liabilities of the Commissioner for Housing have been similarly vested in or imposed on the Commission.

Under the *Housing Loans Ordinance*, the Commissioner for Housing was empowered to grant loans. A total of 214 current loans amounting to \$1,265,309.51 were taken over by the Commission. A further 85 loans amounting to \$466,000 have been granted by the Commission.

*Functions and Powers of the Commission.* The Ordinance lists the following functions of the Commission:

- (a) To improve existing housing conditions.
- (b) To provide adequate and suitable housing for letting to eligible persons.
- (c) To sell houses to eligible persons.
- (d) To make advances to eligible persons to enable them to become the owners of their own homes.
- (e) To develop land for housing and related purposes.
- (f) To provide adequate and suitable housing by way of sale or lease to approved applicants.
- (g) To provide associated buildings.

In addition the Commission may act as the agent for the Government or Government Instrumentalities in matters relating to the housing of their staff, on agreed terms and conditions.

*Assistance to Home Builders.* The Commission is empowered to acquire and maintain items of plant and building equipment, and to hire this plant and equipment to eligible persons desiring to erect or improve their houses. Furthermore, the Commission may provide technical or professional advice, and prepare plans and specifications. Charges for this work may be remitted, in whole or in part, at the discretion of the Commission.

*Acquisition of Land.* The acquisition of sufficient land for housing in the major towns in the Territory is possibly the most serious problem facing the Commission at the present time. Without adequate suitable land the Com-



mission is unable to plan far enough in advance to provide a steady outflow of houses which is a prerequisite for a stable building industry.

## CHAPTER 12

### PROSTITUTION

No special legislative or administrative measures have been found necessary in respect of prostitution or brothel-keeping.

## CHAPTER 13

### PENAL ORGANISATION

#### *Factors Responsible for Crime*

There are no special factors causing crime and the incidence of serious crime continues to be low.

#### *Legislation*

The *Corrective Institutions Ordinance* 1957-1969 provides for the administration of corrective institutions and for the education and trade training of persons under detention.

#### *Administrative Organisation*

The Controller of Corrective Institutions, whose Branch is situated within the Department of Law, is responsible for the management of all institutions, and all detainees are deemed to be in his custody.

At 30 June 1970 there were 56 institutions with a staff of 72 officers, including 50 from the Division of District Administration and the Royal Papua and New Guinea Constabulary, acting in an agency capacity, and 38 female and 629 male warders, the latter including 69 members of the Royal Papua and New Guinea Constabulary acting in an agency capacity.

#### *Development of Institutions*

Institutions are divided into three categories—central, district and subsidiary. The central institutions are located at:

Baisu (near Mount Hagen)  
Boram (near Wewak)  
Buimo (near Lae), and  
Keravat (near Rabaul)

The district institutions are located at:

Beon (near Madang)  
Bihute (near Goroka)  
Kavieng  
Lorengau  
Kieta  
Barane (near Kundiawa) and  
Bundaira (near Kainantu)

There are forty-five subsidiary institutions at various suitable locations.

To make full use of the facilities of larger institutions, and to assist administration, small institutions are closed wherever their inmates can be accommodated more adequately at larger centres.

The central corrective institutions are situated in rural surroundings with provision for training in farming and forestry work, and for outdoor recreation.

In all institutions detainee labour is employed as much as possible in institution building programmes, and local materials and components processed in the institutions, including bricks, tanks and other plumbing items, timber and welded metal work, are used as far as possible. Land has been set aside as necessary for district and subsidiary institutions, and further land is being investigated as improved or new sites in several cases.

*Staffing.* The policy is to staff all central and district institutions with trained personnel of the Corrective Institutions Branch. Corrective Institutions Branch officers are stationed at all central institutions and all but two district institutions (where very low daily averages do not at present warrant the services of an officer). Warders are available for all central and district institutions. The majority of subsidiary institutions are now staffed by warders thus relieving the Royal Papua and New Guinea Constabulary of institutional duties, and this provision of relief is being accelerated where possible.

All officers and warders are given special training for a period of five months at the Bomana Central Institution near Port Moresby, in institution management, care of detainees, training, correction and rehabilitation. Officers selected for service in New Guinea are given a further six months' training by trained and experienced senior officers in central institutions in New Guinea. As far as practicable, warders also receive a further six months' training at central institutions in New Guinea before being posted to other institutions in that Territory.



The initial training at Bomana gives officers and warders a uniform approach to the treatment, correction and rehabilitation of detainees under well established conditions. The further period of six months' training at central institutions in New Guinea introduces some diversity in relation to agricultural methods, building and construction projects, language and culture, and permits more individual instruction to be given.

A Warder Training Centre is still under construction near the Bomana Central Institution and the training period for warders and officers will be increased to six months. A special squad of warder instructors is available for the Warder Training Centre.

Twenty indigenous Officer Cadets are in training and are given the opportunity to attend courses in building and mechanical trades, forestry, animal husbandry, health and hygiene, basic psychology, and drill instruction.

Five of these Officer Cadets will graduate as Assistant Superintendents at the end of 1970.

### *Classification of Detainees*

Detainees are committed to the institution nearest the place where sentence was imposed, but those serving a long-term sentence may be transferred to a central institution for more effective supervision, training and specialist medical treatment. Those long-term detainees who do not constitute a security problem and who have developed special skills may be transferred to district and subsidiary institutions to provide valuable skilled labour at those points. Detainees may also be transferred before release to the institution nearest to their homes to help them to re-establish their family relationships and assist them in their rehabilitation. Under the *Removal of Prisoners (Territories) Act* 1923-1968 Europeans sentenced to imprisonment for a term of more than six months may be transferred to a prison in Australia where discharge on completion of their sentence is also arranged if their return to the Territory is not proposed.

On their admission to an institution, detainees are classified as follows:

First Class—detainees held solely as witnesses, awaiting trial, remanded in custody or under investigation, or who have appealed against their conviction.

Second Class—detainees imprisoned for contempt of court or for failing to give security for keeping the peace or good behaviour; those imprisoned for failure to comply with an order made under a law of the Territory relating to maintenance or affiliation orders; and those who have appealed against sentence, until such time as the appeal is determined.

Third Class—detainees other than those of the first and second classes who have not been previously imprisoned in the Territory or elsewhere; or in the opinion of the Controller, are likely to co-operate in and benefit from training.

Fourth Class—detainees, other than those of the first, second and third classes, who have been previously imprisoned in the Territory or elsewhere; or who, in the opinion of the Controller, should not be associated with detainees of any other class.

In addition, detainees in respect of whom any investigation is proceeding to determine their classification may be placed in a fifth class.

As far as practicable detainees of one class are kept separate from those of any other class. The Controller may order the transfer of detainees from one class to another and the separation of juvenile or recidivists within a class. Separate quarters beyond the walls of the main compound of each institution are provided for the exclusive use of female detainees.

Details of the terms of sentence and age distribution of persons under sentence are set out in Appendix XXI of this Report.

### *Conditions of Labour in Institutions*

Penalties which may be imposed under the laws of the Territory include imprisonment with or without hard labour. Detainees sentenced to imprisonment with hard labour are employed on Administration undertakings as the Controller directs.

Except as specially provided in the regulations, hours of work may not exceed 8½ hours a day, and there is no work on Saturday afternoon or on Sunday.

Religious beliefs precluding working on Saturdays are respected and appropriate adjustments made.



Detainees may be employed both inside and outside an institution; most work outside where they receive, as far as possible, practical training in agriculture, animal husbandry, forestry, plant operation and a number of trades. Technical training is kept at a level consistent with the economic resources of village communities: for instance, simple brick-making machines use coral and gravel as raw materials. No artificial fertilisers are used in agriculture, reliance being placed on the use of legumes as 'green manure', and rotation cropping is practised.

Detainees of the first and second classes may be required to keep an institution in a clean and sanitary condition. Female prisoners are employed on such tasks as sewing, washing and weeding.

Payment at the rate of 80 cents a month for the full period of sentence is made to detainees serving a sentence of 24 months or over to assist in their rehabilitation on release.

#### *General Conditions in Institutions*

*Welfare.* All detainees are medically examined on admission, transfer, and discharge, and are regularly seen by visiting medical officers. When adequate treatment cannot be given in an institution, sick persons are removed to a hospital for specialist treatment. Provision is also made for the treatment of psychiatric cases and for the criminally insane.

Visiting medical officers inspect institution buildings and services, examine clothing, bedding and food and may order bedding or clothes additional to those items specified in the regulations. The number of blankets and woollen garments issued varies according to the height of the institution above sea level. Mass X-ray examinations of long-term detainees, warders and their dependants are carried out.

Detainees are housed either in wards or in cells which have an average of over 370 cubic feet of air space per person. Cells and wards are provided separately for indigenous and non-indigenous males and females.

Under the Ordinance, provision is made for the appointment of Chaplains and for religious services.

*Visiting Justices.* A magistrate or visiting justice is appointed by the Administrator to each institution and is required to visit the particular institution for which he is responsible at least once a month.

Judges of the Supreme Court are also *ex officio* visiting justices. A visiting justice is obliged and empowered to inquire into the conduct of staff and into any abuse or irregularity within the institution, he must interview in private any detainee who requests an interview and, as far as possible, all others; and he must report to the Administrator on his findings.

*Discipline.* Visiting justices try breaches of discipline and may impose a penalty of imprisonment for a term not exceeding one month in addition to the term being served by the detainee at the time of the offence. Offences aggravated by repetition or otherwise are tried by a magistrate who may impose a sentence not exceeding six months. Such a sentence is cumulative with any sentence the prisoner is serving at the time. Witnesses called are sworn or affirmed in the manner usual in courts of justice.

#### *Remissions of Sentence*

Male detainees serving a sentence of more than three months are eligible for a remission of eight days a month while females serving a sentence of more than one month are eligible for a remission of ten days a month. Detainees serving a life sentence have their sentences reviewed at the end of twelve years from the time the life sentence was imposed. Another review is made three years later when the detainee may be released.

#### *Release on Licence*

Under the provisions of the *Criminal Code Amendment (New Guinea) Ordinance, 1970*, passed by the House of Assembly during the year under review, provision is made for the release of detainees on licence granted by the Administrator for any remaining portion of the sentence being served at the time of granting. Such a licence may be made subject to such conditions as may be included in that licence; conditions of the licence may be varied or revoked by the Administrator, who may also revoke the licence should he deem this necessary. Upon revocation, the licensee may be again taken into custody for the purpose of undergoing and serving a period of sentence equal to the part of his original sentence not served at the time of his release on licence. Revocation of licence is subject to appeal to the Supreme Court.



### *Training, Amenities and Rehabilitation*

Training is given in technical trades such as motor maintenance, plumbing and tin-smithing, carpentry, brick-making, brick-laying, building and sawmilling; in the operation of heavy equipment; and in agriculture, animal husbandry and forestry. At Buimo, Keravat, Baisu and Boram, detainees undertake project training in building construction and allied trades, and instruction and practical experience in brick-making are provided at a number of other institutions including Baisu, Boram, Kavieng, Bihute and Beon. Special funds are provided to buy equipment and training materials, and close liaison is maintained with the Departments of Agriculture, Stock and Fisheries, Public Works, Forests and Education. These departments examine detainees who have become proficient in various pursuits. Training records are maintained for long-term detainees.

The making of fired bricks was introduced at the Beon District Institution under the direction of an officer of the United Nations Development Programme.

Adult education classes have been conducted at all Central Institutions except Baisu and at some District Institutions for some years through the Department of Education which supplies the teachers and necessary books and materials.

Recreation includes football, cricket, basketball, baseball and handicrafts. Detainees may buy or be given books, magazines, religious literature and additional stationery and toilet items. They may also correspond with relatives and friends at frequent intervals. The supply of films and suitable library books for the main institutions is arranged through the Department of Information and Extension Services.

On discharge indigenous detainees usually return to their villages where they are readily absorbed back into the community life. Sustenance is provided for the journey, and land, sea or air transport is provided free if the discharged person elects to return to his village within seven days of his release.

Both the Corrective Institutions Branch and the Department of Social Development and Home Affairs assist in finding employment for discharged persons. The Department of Social Development and Home Affairs investigates any problems discharged persons may have, arranges continued medical treatment, if this should be necessary, and provides general aftercare and assistance.

### *Juvenile Offenders*

The *Child Welfare Ordinance* 1961-1968 provides for all aspects of the welfare of children. The legislation provides for the establishment of special Children's Courts consisting of a magistrate and members (one of whom must be a woman) appointed by the Administrator.

These courts have assumed the powers of Courts of summary jurisdiction in regard to children under sixteen years of age; in areas where no Children's Court has yet been established, children appear before the District Court, which exercises its jurisdiction as if it were a Children's Court. Special Children's Courts have been established in Lae, Rabaul, Goroka, Madang, Wewak and Mount Hagen.

As far as possible, committal of children to an institution is avoided. A child may be released on probation or as a ward of the Director of Child Welfare or of some other responsible person. When a child must be committed to an institution, he is sent to a special institution approved by the Administrator. The Director of Child Welfare is also empowered, with the Administrator's consent, to order the removal of any detainee under the age of 21 years from a Corrective Institution to an approved institution. A number of missions have been approved as institutions.

Supervision of children who pass through the courts is provided by welfare officers and by appointed honorary visitors. In addition, the Child Welfare Council, formed under the Ordinance, meets regularly to advise the Director in matters relating to the welfare of children and to make recommendations for the assistance of particular children. The Council makes an annual report to the Administrator.



# PART VIII. EDUCATIONAL ADVANCEMENT

## CHAPTER 1

### THE EDUCATION SYSTEM

#### *Legislation*

An Advisory Committee on Education was appointed in 1969 to advise on any changes it considered desirable:

(a) in the present relationships between the Department of Education, the voluntary educational agencies, and the local government councils including:

(i) the means of co-ordinating the educational activities of all three agencies with particular respect to the establishment, financing, control and supervision of schools and attendance at schools,

(ii) the amount, means of payment, and conditions of support from public funds, of the salaries of teachers at Mission schools,

(iii) the organisation of the teaching service (including advice on the desirability of a single teaching service to provide staff for all schools, the conditions of such a service, including the machinery for appointment of teachers and head teachers to Mission schools, and whether any such service should be separate from the Public Service);

(b) in order to provide a larger measure of participation at the local level in planning the extent and location of Primary education offered and in financing the construction of school buildings and teachers' houses; and

(c) in the administrative arrangements that would be involved if recommendations for change made by the Committee were accepted, including a timetable for the introduction of the changes and the conditions of exemption of such voluntary educational agencies as may not wish to participate.

It was requested to make its recommendation having regard to:

(a) the Government's announced five-year programme for economic development of Papua and New Guinea;

(b) the need to achieve the educational targets stated in that programme;

(c) the financial and physical resources likely to be available under the economic development programme and from Mission and other sources;

(d) the Government's objective of fostering greater national unity; and

(e) the giving of full opportunity to Missions to provide for the needs of all who desire a religious education.

The committee travelled widely throughout the Territory during the year to hold discussions with interested groups and individuals and received a large number of written submissions. Its report was tabled in the House of Assembly in November 1969 and its recommendations were adopted by the Australian Government. Legislation to put these recommendations into effect was passed by the House of Assembly and assent was notified on 16 July 1970.

The new legislation consists of the *Education (Papua and New Guinea) Ordinance, 1970* and the *Teaching Service (Temporary Provisions) Ordinance, 1970*. The Teaching Service (Temporary Provisions) Ordinance will expire on 31 December 1971 and is to be replaced by a permanent Teaching Service Ordinance.

The Education Ordinance provides for the establishment of a Territory Education System which will include administration schools and schools nominated by other education agencies which meet prescribed conditions. It creates a Territory Education Board consisting of the Director and representatives of the Administration, the churches and missions, local government councils, teachers, business and civic interests and the tertiary institutions. This Board is given major functions in the planning and administration of education at the national level. Similarly representative District Education Boards will assume a large measure of responsibility for education at the district level.

The Education Ordinance also establishes a Territory Teaching Service to include teachers in schools within the Territory Education System, and a Teaching Service Commission



to be the employing authority for members of the Territory Teaching Service. The Teaching Service (Temporary Provisions) Ordinance makes interim provision for the conditions of service of teachers entering the Territory Teaching Service. In particular, it prescribes that commencing salaries in the new service of member teachers in schools conducted by education agencies other than the administration will be at the base rates payable to teachers in administration schools. Increments for years of service and allowances for positions of responsibility will be introduced by 1 July 1972.

### *General Policy*

The basic philosophy of education outlined in previous annual reports remains unchanged. The objectives and purposes of the Territory Education System are stated in the *Education Ordinance*, 1970 as follows:

(i) Subject to this ordinance, the objects and purposes of the Territory Education System are, by means of the maximum involvement and co-operative effort by persons and bodies interested in education in the Territory (including churches and missions, the teaching profession, Local Government Councils, the Administration and the community as a whole) and the maximum utilisation of the resources available from all sources—

(a) to develop and encourage the development of a system of education fitted to the requirements of the Territory and its people;

(b) to establish, preserve and improve standards of education throughout the Territory; and

(c) to make the benefits of such education available as widely as possible,

insofar as this can be done by legislative and administrative measures, and in such a way to foster among other things a sense of common purpose and nationhood and a sense of the importance and value of education at all its various levels.

(ii) In achieving those objects and purposes—

(a) the right of parents to obtain the education which they wish for their children;

(b) the desirability of making due allowance for reasonable diversity of educa-

tional methods provided that standards of educational achievement are not sacrificed; and

(c) the desirability of preserving the identity and character of schools and colleges of a particular nature (whether of a religious or other nature, not being based on distinctions of race or colour or other criteria unacceptable to civilised society),

are and shall be, to such extent as is reasonably practical and not inconsistent with the basic aims of the system, specifically recognised.

(iii) Nothing in this ordinance restricts, or authorises the making of regulations restricting, the giving of religious and doctrinal instruction in schools or colleges, but—

(a) no school or college within the Territory Education System is entitled to exclude a child solely on the ground of religious or doctrinal affiliation;

(b) no child in a school or college within the System shall be compelled to attend any religious or doctrinal instruction contrary to the expressed wishes of its parents or guardians; and

(c) the governing body of each school or college within the System shall, if requested, permit suitable and reasonable arrangements to be made for the children of denominations other than that of the educational agency of the school or college to receive religious or doctrinal instruction in the doctrines of their own beliefs, provided that such arrangements are practical without interference to the normal conducting of non-religious and non-doctrinal teaching in the school or college.

The development of a system of education fitted to the requirements of the Territory and its people leads to the following broad educational aims:

(i) the political, economic, social and educational advancement of the people,

(ii) an understanding and an appreciation of traditional indigenous culture and the cultures of other societies and the growth of a distinctive national cultural identity appropriate to the present.



Tuition for all students in Territory schools is free.

However, an annual school equipment charge of \$1 for each family having a student in primary 'T' schools and three dollars per family having a student in secondary and technical 'T' schools is levied on all students in both government and non-government schools. Where evidence supports the inability of a parent or a community to pay the full charge, the District Education Board may recommend a lower charge, or a waiving of the school equipment charge altogether.

In secondary schools and technical colleges a boarding fee of from \$10 to \$30 per year is charged depending on the level of economic development in the area from which a student comes. In individual cases of hardship the fee may be reduced or waived by the District Education Board.

Parents of non-indigenous children are required to pay the full cost of textbooks and individual classroom materials. The seven-year primary school programme is being progressively replaced by a six-year programme with entry at age six years to enable a greater proportion of children to receive basic education. At the same time steps are being taken to reduce the present high level of wastage from primary schools and to ensure that every child who commences school is given the opportunity and encouragement to complete the full primary course if he has the ability to do so.

Students completing primary education are selected for advancement to secondary schools on the basis of primary final examination results, teachers' assessments and psychological tests. Selection of students is undertaken by District Education Boards who may also take into account local factors such as the unequal spread of primary education.

Approximately half the children completing primary education continue to some form of secondary education or vocational training.

The secondary curriculum is in two phases of two years each leading to the School Certificate Examination at Form IV. At the completion of the first phase students may transfer to technical college or other forms of vocational training including agricultural or teacher education.

Of those who continue to Form IV a number commence tertiary education through the Preliminary Year of the University or the Institute of Technology whilst others enter directly into other forms of post-secondary professional training. In 1969 the first Senior High School was opened, taking selected students for a two-year course leading to Form VI. As further senior high schools are established, the Preliminary Year at tertiary institutions will be phased out, with Form VI graduates entering directly into degree or diploma studies.

### *Departmental Organisation*

The Department, which is administered from Port Moresby, contains six functional divisions. The divisions are the Primary Education, Secondary Education, Technical Education, Teacher Education, Educational Services and Management Services Divisions. The headquarters staff consists of professional supervisory officers such as chiefs of division, superintendents and inspectors. The Educational Services Division is responsible for adult education, libraries, curricula, publications and broadcasts, guidance, examinations and educational research. The Management Services Division is responsible for matters associated with staff, finance, records, relations with missions and land and buildings. Field officers of the various divisions work throughout each district.

A district superintendent is stationed in each district. He is the executive officer of the District Education Board and is responsible for the implementation of education policy within his district. Departmental inspectors carry out regular inspections of staff and schools to ensure the maintenance of satisfactory standards.

A senior officers' conference, attended by district inspectors and headquarters professional staff, is usually held in a territory centre each year. The conference discusses educational policy and professional and administrative matters, and enables regular personal contact between the Director, headquarters staff and senior district staff in the field.

### *Non-Government Schools*

Non-government education agencies may nominate their schools to the Territory Education System as member schools, associate



member schools or affiliated schools if they meet the conditions prescribed in the Education Ordinance. Alternatively, they may elect to have them remain outside the System as permitted schools. Indications are that some 90% of non-government schools will be nominated for full membership of the new system.

Each school in the system is required to set up a governing body including representatives of the local community and the school staff as well as of the agency conducting the school. Non-government agencies, along with local government councils, teachers, parents and citizens and other community organisations are represented on District Education Boards and the Territory Education Board.

Qualified teachers in schools which are members of the new system are employed by the Teaching Service Commission, their salaries being paid by the government. Non-government schools in the system receive classroom materials on the same basis as government schools. High schools and technical colleges receive maintenance grants of \$40 per year for boarding students and scholarships ranging from \$200 to \$400 are paid to students in teachers' colleges. Dollar-for-dollar subsidy is paid for approved building programmes in high schools, technical colleges and teachers' colleges.

Non-Government education agencies receive grants in support of the salaries of full-time education officers, supervisory teachers, secretaries and librarians in high schools and

teachers' colleges. Travelling allowances are also paid for supervisors travelling on duty away from their home base.

School Buildings

The 1968-69 education building programme authorised expenditure to the value of \$1,675,950 for new institutions and additions to primary, secondary, technical schools and teachers' colleges.

Progress

One indicator of progress in education is the increased enrolments over the following 5-year periods:

Type of school	Pupils		
	1959	1964	1969
Administration—			
Primary 'T' .. ..	10,409	31,573	48,318
Primary 'A' .. ..	1,261	1,883	3,308
Secondary .. ..	550	1,833	5,879
Technical/Vocational ..	269	657	2,492
Total .. ..	12,489	35,946	59,997
Mission—			
Primary 'T' (registered)	29,239	84,037	96,700
Primary 'A' .. ..	568	724	700
Secondary .. ..	376	1,825	4,793
Technical/Vocational ..	36	131	563
Total .. ..	30,219	86,717	102,756

Expenditure on Education

	1965-66	1966-67	1967-68	1968-69	1969-70
Department of Education—	\$'000	\$'000	\$'000	\$'000	\$'000
Departmental .. ..	5,857	6,932	7,975	9,347	11,727
Grants-in-aid .. ..	1,144	1,405	1,528	1,909	2,102
	7,001	8,337	9,503	11,256	13,829
Percent change from previous year .. ..	17.7%	19.1%	14.0%	(b)	(b)
Percent of total Administration expenditure .. ..	10.8%	10.9%	11.0%	(c)	(c)
Public libraries .. ..	45	37	(a)	40	45
Building construction ..	1,480	1,347	768	(a)	(a)
Mission expenditure from own funds .. ..	2,134	2,389(r)	2,450(r)	2,501(r)	(a)

(a) Not available. (b) 1968-69 Departmental expenditure includes purchase of school furniture and equipment and hence comparisons with previous years is not relevant. (c) Total expenditure by the Administration is recorded as net expenditure less taxation refunds and comparisons are not relevant. (r) Revised.



## CHAPTER 2

# PRIMARY EDUCATION

### *Policy*

The long-term objective of the education programme is to provide a comprehensive education system, covering the whole Territory, under which primary education will be available to all.

For some of the children who enter primary schools the education provided must be complete in itself. For others the primary school will be the first stage leading to secondary and perhaps tertiary education. The needs of the children in the first category have, therefore, been a major concern to curriculum committees. At the same time it has been necessary to balance these needs against those of children for whom the primary school is but the first stage.

The future citizens of New Guinea, like the present citizens and like citizens of all other countries of the world must be able to adapt to change. The primary syllabus is based in part on the belief that the task of the primary school is to develop those skills, attitudes and behaviour which will enable the children to adapt to change.

Even though a basic task is to develop capacity to adapt successfully to change, the adaptation is to Papua and New Guinea life. Most children will live and work in Papua and New Guinea so the orientation is to life in Papua and New Guinea, so that they can live full and satisfying lives in their own communities.

Change as an ever present factor creates many difficulties for the individual. To avoid these difficulties it is important that the cultural heritage of the community be preserved by close attention being given to the social customs, the traditions, beliefs, art, music and dancing of the communities to ensure that the school has an organic link with the world of the children.

The basic aim in the field of primary education for indigenous children, therefore, is to provide them with an education which is both related to the present circumstances of their lives and a suitable preparation for the rapid changes resulting from modernisation.

Emphasis is placed on literacy in English with the object of making this the universal language in the Territory.

Consequently, English is the language of instruction in all Administration schools. The syllabus requires English to be the medium of instruction from Standard 3 so that all indigenous students will be fluent in English by the end of Standard 6.

The Education Ordinance provides that attendance at schools may be declared compulsory in certain areas. In most areas the enthusiasm of the people is such that no compulsion is needed to ensure that children enrol. Local government councils issue rules to ensure that all children who enrol in fact attend regularly.

### *Schools and Curricula*

Primary schools fall into two main groups—Territory Curriculum Schools and Australian Curriculum Schools. The former group follows a syllabus specially designed for Territory pupils while the latter follows the primary school syllabus of New South Wales. Indigenous children who attend Australian Curriculum Schools have a facility in English which makes unnecessary the direct teaching of English as a foreign language and are also advanced in their social development.

The Administration assists non-indigenous children in isolated parts of the Territory, where schooling facilities are not available, to undertake correspondence courses of instruction with the Department of Education of the several Australian states, and 244 children at the primary level are being catered for in this way in the Territory of New Guinea.

A number of primary schools have been established where both Australian and Territory curricula are offered.

These Dual Curriculum primary schools, although still in their formative stages, offer advantages for pupils who previously followed either the Australian or Territory Curricula. Among other things, they allow greater flexibility in placing pupils at their most appropriate levels in each subject area, with great educational and social advantages for all pupils.

A multi-racial primary school has been established on the campus of the University of Papua and New Guinea where the University Faculty of Education is able to conduct research into individual and cultural differences in learning.

Methods and tests used in primary schools are constantly reviewed by the Primary Curriculum Committee and professional officers of



Department of Education. New programmes and techniques are tried and evaluated in project schools and adjustments made before being universally implemented. Teachers are encouraged to improve their qualifications through correspondence lessons and in-service training courses.

*English.* In the light of recent research and experience both in the Territory and abroad, the Department of Education has adopted an approach which concentrates on the early development of oral facility in English, the acquisition of which will enable literacy in English to be more readily achieved at a later stage.

The English syllabus has been devised and graded with regard to concept and structure difficulty. Teachers present new material in a context designed to demonstrate clearly the meaning and use of that particular sentence pattern. The children then use this in drill situations until their responses in similar life situations are confident and automatic. Ideally, an analysis of each vernacular would yield information on the difficulties vernacular speakers encounter in learning English. The Summer Institute of Linguistics now has a large field staff at work on many languages in the territory but at present scientific information of this kind is available for only a few of the Territory's several hundred languages, and teachers make their own adjustments to the basic course set out in the syllabus according to the difficulties encountered.

Several Territory schools are working with the English Faculty of the University of Papua and New Guinea to develop an individualised language arts programme for non-English speaking primary schools. The methods used involve an individualised approach to teaching communication skills. The children are responsible for their own learning and they are assisted, in the main, by other children, with the teacher acting in a consulting capacity.

This year, Stage 1 and Stage 6 of the programme are being tested. These equate with Class I and Standard 6 of the Territory Curriculum Schools.

*Science.* At the moment, there are 168 New Guinea primary schools involved in the teaching of the new Science curriculum that has been assisted by UNICEF and UNESCO. Phase I (Standards I and II) and Phase IIA (Standards III and IV) have been printed and were introduced into Territory schools in April

1970. Phase IIB has been introduced into the project schools and will be taught in Territory Primary Schools in 1971. Evaluation of the science programme is to be carried out by the University of Papua and New Guinea and will be financed by UNICEF. It is envisaged that by 1971 there will be 350-400 New Guinea primary schools involved in the science project.

*Mathematics.* In 1964, Dr Z. P. Dienes, Professor of Educational Psychology at the University of Adelaide, South Australia, and now of Sherbrooks University, Quebec, Canada, was invited to the Territory to assist in establishing at four selected schools a pilot project aimed at introducing into Territory schools the latest techniques used in modern mathematics teaching at the primary level.

Most primary schools in the Territory are now teaching the new mathematics syllabus in the lower primary grades.

*Health.* The Health Syllabus was drawn up by the Department of Public Health and Department of Education in 1969. Since then, lessons for Standards 1 and 2 have been prepared and introduced into Territory primary schools. Work has commenced on the Standard 3 programme and schools nominated as pilot schools for the project. Five administration and five non-administration schools have been selected for this purpose in each of the nominated Districts.

*Social Studies.* An adaptation of the New South Wales Social Studies syllabus has been prepared for use in Australian and Dual Curriculum schools with an emphasis on Territory circumstances. Careful consideration has been given to the fostering of a sense of national unity in the preparation of the Syllabus.

*Christian Education.* A number of Christian denominations have been co-operating in the preparation of Christian Education lessons for the Territory Curriculum primary schools. Full lesson notes have been prepared for Standards 1, 4 and 5.

*School Projects.* School projects with an agricultural or rural bias are actively encouraged by the Department of Education with the assistance of officers of the Department of Agriculture, Stock and Fisheries and the Department of Forests. Many have been established in Highland areas and at the present time there are more than 100 Administration schools in the Territory conducting



projects of this kind. These include the establishment of tree and tea nurseries, cultivation of coffee, cocoa, rice, rubber, peanuts, corn and coconuts; pyrethrum planting; bee-keeping, fish and poultry projects.

At the end of 1967 a syllabus compressing the first three years of Primary School into two years was produced and used in schools in many parts of the Territory. Evaluation has shown that the syllabus has been successful and children can handle the new arrangement.

A group of experienced primary teachers began work in November 1969, and produced a simple programme. This new standard has been called 'Class I' and now condenses the first two years into one year. Children must have turned seven years of age before they start 'Class I'. The child who attends a Six-Year Primary School does Class I, then normal Standard 2, Standard 3 and so on up to Standard 6.

*Enrolments.* The table below shows the changes in enrolments at primary schools during the past two years.

	Administration			Mission		
	Male	Female	Total	Male	Female	Total
Territory curriculum—						
1969 ..	32,255	16,063	48,318	59,944	36,756	96,700
1970 ..	31,911	15,722	47,633	54,863	34,147	89,010
Australian curriculum—						
1969 ..	1,709	1,599	3,308	338	362	700
1970 ..	1,705	1,637	3,342	371	387	758

The following table illustrates the number of pupils in Administration and Non-Administration Primary Schools (Territory Curriculum).

## EDUCATIONAL COMMITMENT—1970

### *Territory Curriculum Enrolments*

	<i>Administration</i>	<i>Mission</i>
Standard 6	.. 6,085	6,500
Standard 5	.. 6,464	9,677
Standard 4	.. 7,091	11,788
Standard 3	.. 7,282	14,359
Standard 2	.. 8,911	16,882
Standard 1	.. 8,864	18,544
(Class 1)		
Preparatory	.. 2,936	11,260

Children enter the Preparatory Class at age six or Class I at age seven and must complete their elementary education at thirteen years of age. There is an age spread of two to three years in most grades but in some of the less

developed areas, and especially in the Upper Primary School, this spread may be larger. This situation has resulted from the initial reluctance of some parents in remote areas to send young children to school.

There is a male bias in the Primary schools with males comprising two-thirds of total enrolments in both mission and Administration schools and at all grade levels.

### *Territory Curriculum Enrolments—Administration*

	<i>Female</i>	<i>Male</i>
Standard 6	.. 1,890	4,195
Standard 5	.. 2,062	4,402
Standard 4	.. 2,305	4,786
Standard 3	.. 2,515	4,767
Standard 2	.. 2,966	5,945
Standard 1	.. 2,932	5,932
(Class 1)		
Preparatory	.. 1,052	1,884
	15,722	31,911

### *Territory Curriculum Enrolments—Mission*

	<i>Female</i>	<i>Male</i>
Standard 6	.. 2,349	4,151
Standard 5	.. 3,658	6,019
Standard 4	.. 4,599	7,189
Standard 3	.. 5,297	9,062
Standard 2	.. 6,657	10,225
Standard 1	.. 7,194	11,350
(Class 1)		
Preparatory	.. 4,393	6,867

The pattern of student wastage has been represented below. The table shows the percentage of February enrolments, for each grade, leaving school before the end of the school year. Pupil wastage is a cumulative process which can be largely accounted for by the desire of parents in rural areas to have the older children help in the economic maintenance of the family and supervision of pre-school-age children.

### *Primary 'T' Wastage—Administration* *Percentage of Grade Enrolments per annum*

	<i>Per cent</i>
Standard 6	.. .. 6.7
Standard 5	.. .. 6.0
Standard 4	.. .. 2.9
Standard 3	.. .. 2.4
Standard 2	.. .. 1.2

Although the Administration is concerned with balanced growth of education in each District, preference is given to the establishment of



new schools in areas where local enthusiasm and support for education is coupled with a paucity of existing educational facilities. Each District has a District Education Committee, comprised of Administration and non-Administration members, which determines the priorities for establishment of new schools in the District.

*Community Assistance.* Local Government councils are playing an increasing role in the establishment and maintenance of primary schools, both Administration and non-Administration, in council areas. Councils generally budget for the provision of school buildings and teacher accommodation subsidised to a limited extent by the Administration; the provision of equipment not normally supplied; the cost of special celebrations at schools and the provision of transport on special occasions. In an informal way, councils advise District Inspectors and District Education Committees on education priorities in their areas.

In areas where there are no councils, village communities have assisted in establishing and maintaining new schools. In many cases the village people build temporary school buildings with local materials to be replaced at a later date by buildings of permanent construction. Councils and village communities also assist in providing additions to existing schools. In the more developed areas growing community interest in education is reflected by the increasing number of parents and citizens' associations formed at Territory Curriculum schools.

The associations present the opinions and views of members to teachers and to the Department of Education and raise funds for the purchase of items of school equipment not normally supplied to the school by the Department.

Purchase of school equipment by Parents and Citizens Associations is subsidised on a dollar-for-dollar basis. This form of purchasing has proved popular; the 1969-70 Budget for the Territory included an increase in Parents and Citizens Associations subsidies from \$15,000 to \$22,500.

#### *Publications and Broadcasts*

A separate Publications and Broadcasts Section within the Department of Education is responsible for the publication and distribution of various educational booklets and pamphlets. These include *The Education Gazette* which is the official circular of the Department of Edu-

cation and provides a medium for the Department's administrative and professional notices and *The School Paper* which is published in two editions and is aimed at the upper and lower levels of the primary schools. Both contain stories and activities written in basic English and related to Territory children's interests. Part II of the Lower School Paper contains background material related to the Social Studies broadcasts programme. The upper level of primary schools have a special broadcasts paper entitled *Our World* and each term a school broadcasts programme is issued for the upper and lower levels of the primary school.

*Background*, a current affairs bulletin, is published monthly for distribution to Territory high schools. Most Territory Curriculum schools in the Territory now possess a school radio supplied by the Department. A series of educational broadcasts to supplement classroom teaching has been carefully planned and executed. The broadcasts contribute much to the children's effective learning of English. Information on broadcasts to schools is supplied in other sections of this Report.

### CHAPTER 3

## SECONDARY EDUCATION

### *Policy*

The long-term aim is to make secondary and post-secondary education available to all who have sufficient ability to make adequate use of it. At the end of the 1969 school year Standard VI leavers numbered 11,504. Of these 4,646 have been enrolled in Form I of secondary schools (not including technical schools) i.e. 39.5 per cent or slightly less than the projected enrolment of 40.6 per cent.

The only district without a high school is the West New Britain District. An Administration high school was to be established at Kimbe in 1970. At present West New Britain students attend high schools in the East New Britain District.

Most of the high schools conducted by the Administration are co-educational and residential, although every effort is being made to increase the numbers of students attending as day students.

Residential high schools have been established in all districts other than the West New Britain District by the various missions operating throughout New Guinea.



*Curriculum.* The curriculum of Territory High Schools has been designed to suit the needs of indigenous children.

With the introduction of the 2-2 system of secondary education in Territory High Schools in 1969, there are now two major terminal points for all secondary students—at the end of Form 2 and at the end of Form 4.

The first stage of the 2-2 system is intended to equip students to proceed to the second stage of secondary education, to commence a technical college course, or to enter into employment.

The second stage leads to the Territory School Certificate and, in general, to further education and training.

In Stage 1, all students study English, mathematics, science, social science, business studies, expressive arts, religion, health guidance and manual arts or home economics.

In Stage 2, all students study English, mathematics, science, expressive arts, religion, health guidance, manual arts or home economics.

In addition one or two electives are chosen from the following list: history, geography, agricultural science and commerce.

*Enrolments.* In 1970, 82 of the 91 students enrolled in Form 5 in 1969 at Sogeri Senior High School commenced Form 6 studies—marking a significant stage in the development of the Territory’s education system. A further 113 students were enrolled in Form 5. (Students are enrolled at Sogeri from both New Guinea and Papua Districts).

The table below shows the considerable increase in enrolments at secondary schools during the year.

*Enrolments—Forms 1 to 6*

ADMINISTRATION HIGH SCHOOLS AND PUPILS

		Number of schools	Number of pupils			
			Indi- genous	Euro- pean	Asian and mixed race	Total
1969	..	18	5,551	176	152	5,879
1970	..	19*	6,269	210	154	6,633

\* Includes 2 multi-racial schools.

MISSION HIGH SCHOOLS AND PUPILS

		Number of schools	Number of pupils			
			Indi- genous	Euro- pean	Asian and mixed race	Total
1969	..	24	4,793	..	..	4,793
1970	..	24	5,812	..	..	5,812

ALL HIGH SCHOOLS AND PUPILS

		Number of schools	Number of pupils			
			Indi- genous	Euro- pean	Asian and mixed race	Total
1969	..	42	10,344	176	152	10,672
1970	..	43	12,081	210	154	12,445

In 1970 the last of the Administration girls’ high schools became co-educational. There are still four boys’ high schools.

In addition to the two multi-racial high schools there is one other Administration day school. Most boarding schools have a day-school component.

The trend towards co-educational schools and towards day schools (or boarding schools with a significant day-school component) will continue.

Forms 5 and 6 students are enrolled at two Administration high schools, Rabaul and Lae. two Catholic Mission high schools and Ukarumpa High School. Only Sogeri Senior High School in Papua, follows a Territory Syllabus at this level.

*Examinations*

The Territory School Certificate Examination is now the entrance examination for the preliminary year at the University of Papua and New Guinea. Students wishing to study in faculties not yet available at the University of Papua and New Guinea have the opportunity to qualify for matriculation to an Australian university.

Successful School Certificate candidates may proceed to the University and Institute of Technology, Port Moresby Dental College, Bulolo Forestry School, Public Service Training Centre, Goroka Secondary Teachers College,



Lae Technical College, Para-medical Centre, Local Government Training Centre, Sogeri Senior High School or to positions with the Public Service or private enterprise.

Students at the Senior High School follow a two-year programme specialising in one of the following areas—English, expressive arts, physical sciences and social sciences. The establishment of Sogeri Senior High School at present caps the Territory's secondary education system; the provision of Form VI students will ultimately make it possible for students to proceed from secondary school to tertiary education without an intervening preliminary University year at subtertiary level. A second Senior High School is planned to be established in New Guinea (Kerevat—in the East New Britain District) in 1972.

## CHAPTER 4

### TECHNICAL EDUCATION

Technical education and training in the Territory is provided at technical schools, commercial training centres and vocational training centres.

#### *Courses*

- (i) Technical schools are primarily concerned with the training of apprentices. The apprenticeship system covers many different trades (26) and at present provides for 2 kinds of courses of technical training. These are:

(1) Full-time pre-employment courses of one or two years duration, which are a composite of general education and trade training, and,

(2) Block release training courses, supplemented by correspondence assignments, for apprentices already indentured to an employer.

The pre-employment courses are offered to students who have successfully completed Form 2 high school and are conducted at technical schools in Port Moresby, Lae, Madang, Goroka and Rabaul. Each full-time year of formal training completed by a student reduces by one year the duration of his apprenticeship. After completion of the full-time training, students are indentured to employers and continue technical training through block release training courses and correspondence assignments.

(ii) Block release training courses, of 5 to 8 weeks duration, are held each year at a technical school. At present, courses are held mainly at Port Moresby and Lae but block course training is being developed at Rabaul and Madang. These courses provide training for all categories of tradesmen. Students who become indentured to employers direct from Form 2 high school do all of their technical training through the block course system. As the total number of apprentices increases, a full range of block courses will be offered in all technical schools.

(iii) Certificate (technical level) courses are conducted at Lae. At present certificate courses are offered in engineering and commerce and contain a number of elective subjects. These technician courses are in addition to the normal technical training offered for apprentices.

Certificate courses are conducted in 4 stages, as sandwich-type courses, involving 12 weeks continuous attendance each year for 4 years at the technical school supplemented by correspondence assignments. The old full-time (3 years) certificate courses have been discontinued and it is evident the new system, combining on-the-job and institutional training, is more attractive to employers. There has been a substantial increase in enrolments in Certificate courses in the past year.

Training is available in commercial training centres in Port Moresby, Lae and Rabaul for girls wishing to become typists and secretaries. The entrance qualification for these 1 and 2 year courses is the successful completion of Form II high school. Subjects include typing, bookkeeping, business English, arithmetic, shorthand and community studies. Efforts are being made to attract more girls into these courses and additional courses are being developed for the increasing number of girls at Form 3 and Form 4 level expected to seek secretarial training.

#### *Vocational Training Centres*

These have been developed to provide basic practical training for students who have completed primary school but have not qualified to undertake further secondary education.

Instruction is offered in a variety of areas including simple building skills, motor and vehicle maintenance, fishing, agriculture, furniture making, driving and trade store management. The training course for girls has been



aimed at teaching those skills which would allow the girls to become better wives and mothers and include cooking, nutrition, baby care, sewing, community studies, and traditional arts and crafts. In urban areas efforts are made to teach girls skills that will assist them to gain paid employment. Because conditions vary greatly from one area to another in the Territory it is essential that the vocational training centre develops a training programme suited to the specific needs of the local community. Teachers in charge of vocational centres seek to involve village people, Local Government Councils and representatives of Administration and private institutions in the working of the centres. The attitude of students and the community centres over the past year has been encouraging, resulting from the efforts made to ensure widespread understanding of the aims and objectives of vocational centres and the obvious success being achieved by many of them.

A number of part-time courses have been offered during the year including courses in management and supervision, institutional cooking, storemanship, commerce and vehicle maintenance. It is hoped to increase considerably the range of such courses in the future.

Considerable effort has been directed during the year to improving the quality of training being offered in technical schools. A revision of the syllabuses in the main areas of building, mechanical and electrical trades has been undertaken and associated teaching materials have been produced. In-service courses for teachers have been held in the areas of testing and assessment procedures and instructional methods. Syllabus committees have undertaken a review of the teaching of the subject areas of mathematics, science and English in technical schools and have produced lesson material and notes for teachers' guidance. A programme of advisory and inspection visits to schools has been implemented and has had a beneficial effect on the quality of instructional techniques. This year it has been possible to provide advisory and inspection visits for the majority of teachers.

Trade Advisory Panels consisting of representatives from the Department of Education, private enterprise, statutory authorities and the Apprenticeship Board have been formed for each apprenticeship trade and will meet at least once annually. Their main duties are to advise on trade standards and to review syllabuses and methods of assessment.

A Board of Commercial Studies consisting of business, educational, commercial and accountancy representatives has been formed to undertake the responsibility for developing sub-professional (certificate level) courses in accountancy and commerce.

In conjunction with the Guidance Section of the Department of Education a variety of information on technical careers has been produced for distribution to high school careers masters and students.

New vocational centres were opened in M'Bunai in the Manus District and Higaturu in the Northern District. A two-storied building for the teaching of graphic arts is near completion at Port Moresby Technical College and equipment is being installed.

There are at present 5 Administration technical schools, 3 commercial centres and 47 vocational training centres. There are 2 mission technical schools and 16 vocational centres.

	Admini- stration	Mission	
Technical—			
Full-time (Apprenticeship)	1,287	55	
Full-time (Secretarial) ..	200	..	
Block Course (Apprentice- ship) .. ..	757	..	
Block Course (Certificate)	128	..	
	2,372	55	
Total Technical ..	..	..	2,427
Vocational .. ..	2,550	757	
Total Vocational ..	..	..	3,307
Total .. ..	..	..	5,734

Enrolments in institutions offering technical training have increased substantially over the past 3 years. The Department of Education is at present considering how the numbers of students undergoing technical training can be increased to meet the future requirements of the Territory for skilled technical manpower.

CHAPTER 5

TEACHER EDUCATION

Recruitment

Both indigenous and expatriate students are recruited to undertake programmes of teacher education. Indigenous students are recruited



primarily from those leaving Territory secondary schools; smaller numbers are recruited from other sources. All these students attend teachers' colleges in the Territory. The majority are trained as primary teachers while the remainder study at the Goroka Secondary Teachers' College.

Applications for primary training are received from those with at least three years of secondary education. Selected applicants usually have qualifications higher than this and preference is given to those with Territory experience or particular trade or vocational skills. Most are mature people. Expatriate students are recruited for secondary training from matriculants and university undergraduates and graduates.

Mission education agencies conduct teachers' colleges for the training of indigenous primary teachers. Recruitment is on a basis similar to the Administration. Mission-nominated indigenous students attend the Goroka Secondary Teachers College, and a few are enrolled at Administration primary colleges. Some scholarships have been awarded to church nominated expatriate matriculants to study for secondary teaching.

Apart from recruitment for training, experienced teachers are engaged on a contract basis, a significant number on secondment from Australian State Departments of Education. Experienced teachers are also recruited from other English speaking countries. Mission schools and colleges employ volunteers from various overseas voluntary service organisations as well as church teaching orders.

*Training Courses.* In primary teachers' colleges there are at present four levels of entry—at Form I, II, III or IV. 1970 is the last year for entry at the Form I level and the last year for one-year courses. All primary courses will in future be a minimum of two years' duration.

There are two Administration teachers' colleges and nine Mission colleges training primary teachers. Students are free to apply for admission to any college although generally they select one conducted by the church of their own religious affiliation. Administration colleges are open to all qualified applicants. Courses at all colleges are approved by the Department of Education. Students who successfully complete their course of training are awarded certificates enabling them to teach in

primary schools throughout the Territory. These certificates are awarded by the Department.

The first students graduated from the Goroka Secondary Teachers' College in 1969. Although the number was small, enrolments have increased and should shortly reach the target intake of 140 students in first year. The course is of three years duration with a Form IV entry level. In the first year there is a common programme of general studies. In the second and third years students specialise in two subject areas. Those offered at present are English, science, agricultural science, manual arts, home economics, art and physical education.

Mission-nominated students attend this college in significant numbers, and four students from Nauru and the British Solomon Islands Protectorate are enrolled. Students are awarded a Diploma of Teaching on the successful completion of their course. They are then qualified to teach in secondary schools throughout the Territory of Papua and New Guinea.

Expatriate matriculants are trained at the Australian School of Pacific Administration by a two-year secondary teaching course. Some other matriculants are undertaking courses in industrial arts or agricultural science in preparation for teaching.

University undergraduates are awarded cadetships in their final year to complete their degrees and a one year Diploma of Education course. University graduates are recruited to undertake a Diploma of Education in either Australia or at the University of Papua and New Guinea. On completion of the Diploma course they are posted to secondary schools or technical colleges throughout Papua and New Guinea.

A special six-months Primary teacher training course for expatriates is conducted from time to time at Port Moresby Teachers' College. Both Mission and Administration students attend. Graduates of this course are qualified to teach in primary schools throughout Papua and New Guinea. The special skills or experience which most of these have are especially valuable in rural communities.

*In-Service Training.* Two types of full-time training courses are also being conducted. One of these is designed to train experienced indigenous teachers for positions as headmasters in Primary schools. This course is of



six months duration and is run four times a year. Mission and Administration teachers are trained. The courses are conducted at Port Moresby Teachers' College and the Public Service Training Centre.

The second type of course is of twelve months duration. Some of these courses are conducted at Mission colleges and others at Port Moresby Teachers' College. The courses are designed for teachers who have had previously only one year of pre-service education. For entry, teachers must obtain Form II qualifications. During the course the teachers study the content of the primary syllabus and methods of teaching.

The 1970 group of twenty-seven Mission and Administration teachers are being given a year of further education at the Form III level. Successful completion of this course will qualify these indigenous teachers to become education officers. A further sixteen indigenous teachers are studying at levels equivalent to Form III or Form IV at the Public Service Training Centre. The purpose of these courses is to extend the general education and vocational training of teachers so that they may be qualified to advance to higher positions in the teaching service.

Opportunities are given to Papuan and New Guinean teachers to study overseas. In 1970 6 are studying on special courses at Australian teachers' colleges or universities, 2 are teaching in Fiji.

For teachers who are not able to be released for training during the year, short courses of various kinds are conducted during vacations. Over the long summer vacation a five-week course in primary science teaching was given to more than 100 teachers. Other shorter courses have been in the teaching of mathematics. In August each year a National In-Service Training Week is arranged with courses, discussion groups and workshops organised in districts by district staffs with assistance from teachers' college lecturers. Teachers who wish to attend these activities are released from teaching duties.

Many teachers continue their education by correspondence through the Department of Education's School of External Studies. In addition a number of churches and other community groups conduct adult literacy programmes for which the Department supplies some course materials.

## CHAPTER 6

### HIGHER EDUCATION

#### *General*

In conformity with the recommendations of the report of the 1963 Commission on Higher Education, the University of Papua and New Guinea Ordinance and the Institute of Higher Technical Education Ordinance were passed in 1965, and the Interim Council for the University and a Council for the Institute were established. The University of Papua and New Guinea began operations with a preliminary year course in 1966.

The University Council has appointed Dr J. T. Gunther, formerly Assistant Administrator of the Territory of Papua and New Guinea, as Vice-Chancellor of the University. Professorial chairs filled so far include English, biology, chemistry, mathematics, law, history, education, social anthropology, political studies, economics and geography. The University has students undertaking first degree and post-graduate courses in arts, law, science and education. Students normally undertake the preliminary year course before commencing degree studies.

The Institute of Technology (formerly called the Institute of Higher Technical Education) began its first courses in 1967 with an enrolment of 31 indigenous students. Dr W. E. Duncanson, formerly principal of Kumasi College of Technology in Ghana and Colombo Plan Professor of Physics in India, is Director of the Institute. The Institute at Lae has students undertaking diploma courses in civil engineering, surveying, mechanical and electrical engineering, accountancy, architecture and building.

Details of the professional training in medicine and dentistry available to Territory students are set out in Part VII, Chapter 7. As mentioned in Part VI, Section 4, Chapter 3, a diploma course in agriculture was begun at the Vudal Agricultural College in 1965.

Details of training at the Forestry School, Bulolo, are given in Part VI, Section 4, Chapter 6.

Information about the Police Training College established to train officers for the constabulary is given in Part IV, Chapter 1.

As a result of the rapid growth of tertiary institutions one of the problems currently



facing the Territory is the development of machinery to provide co-ordination of the various institutions.

A committee of inquiry into the need for the rationalisation and co-ordination of post-secondary and tertiary institutions has been established to make recommendations on the most effective use of the resources available for the development of the tertiary sector and to recommend machinery to ensure co-ordinated development in the future.

CHAPTER 7

ADULT EDUCATION

*Adult Education Council*

The Adult Education Council was established in 1963 to advise the Administrator on the organisation and development of adult education activities and has continued to function under the chairmanship of the Director of Education. The Council consists of 7 officers of the Public Service including representatives of two indigenous organisations.

The Council is responsible to the Administrator for:

- (a) the co-ordination of all Administration adult education activities;
- (b) the development and encouragement of adult education activities in accordance with declared policy, with special emphasis on the teaching of English to adults;
- (c) the collation and compilation of reports on adult education activities as required;
- (d) the critical assessment of adult education activities, and the making of appropriate recommendations to the Administrator; and
- (e) liaison with other bodies which have functions or interests in relation to the education or training of adults.

An adult education officer took up duty with the Department of Education in Port Moresby in July 1964.

After-work classes for adults are now established in the vernacular, Pidgin, Motu and English. All classes include instruction in arithmetic, general knowledge and current affairs as well as in literacy.

The table below shows the number of subject enrolments during the year. Students may enrol for one or two subjects at a time.

	Full cor- respon- dence	After hours class	Tutored cor- respon- dence	Total subject enrol- ment
Secondary—				
Form 1 ..	116	378	342	836
2 ..	210	395	184	789
3 ..	493	764	81	1,338
4 ..	224	483	21	728
Technical ..	324	283	..	607
			Total	4,298

*Regional Organisation*

To enable programmes in each area to be specially designed to meet the needs of that area, to encourage greater participation at the local level, particularly from local government councils and to mobilise more fully resources available locally, Regional Adult Education Officers have been appointed. Greater use of existing schools, particularly technical schools and vocational centres, and teachers will also be possible.

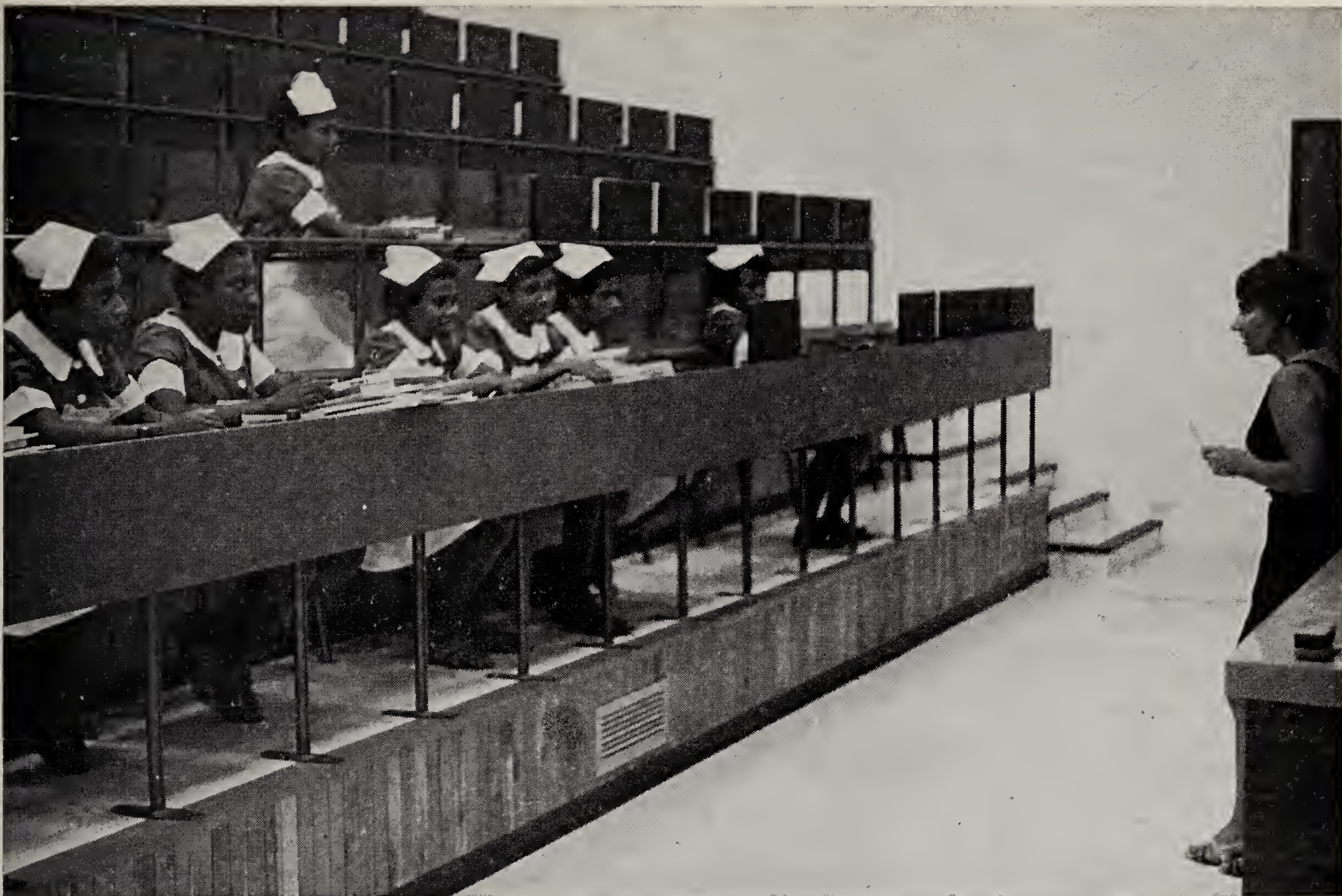
*Formal Extension Work*

All departments of the Administration are concerned to some extent in the provision of adult education. The Departments most directly concerned are Education, Social Development and Home Affairs, the Administrator's (Division of District Administration), Information and Extension Services, and Trade and Industry.

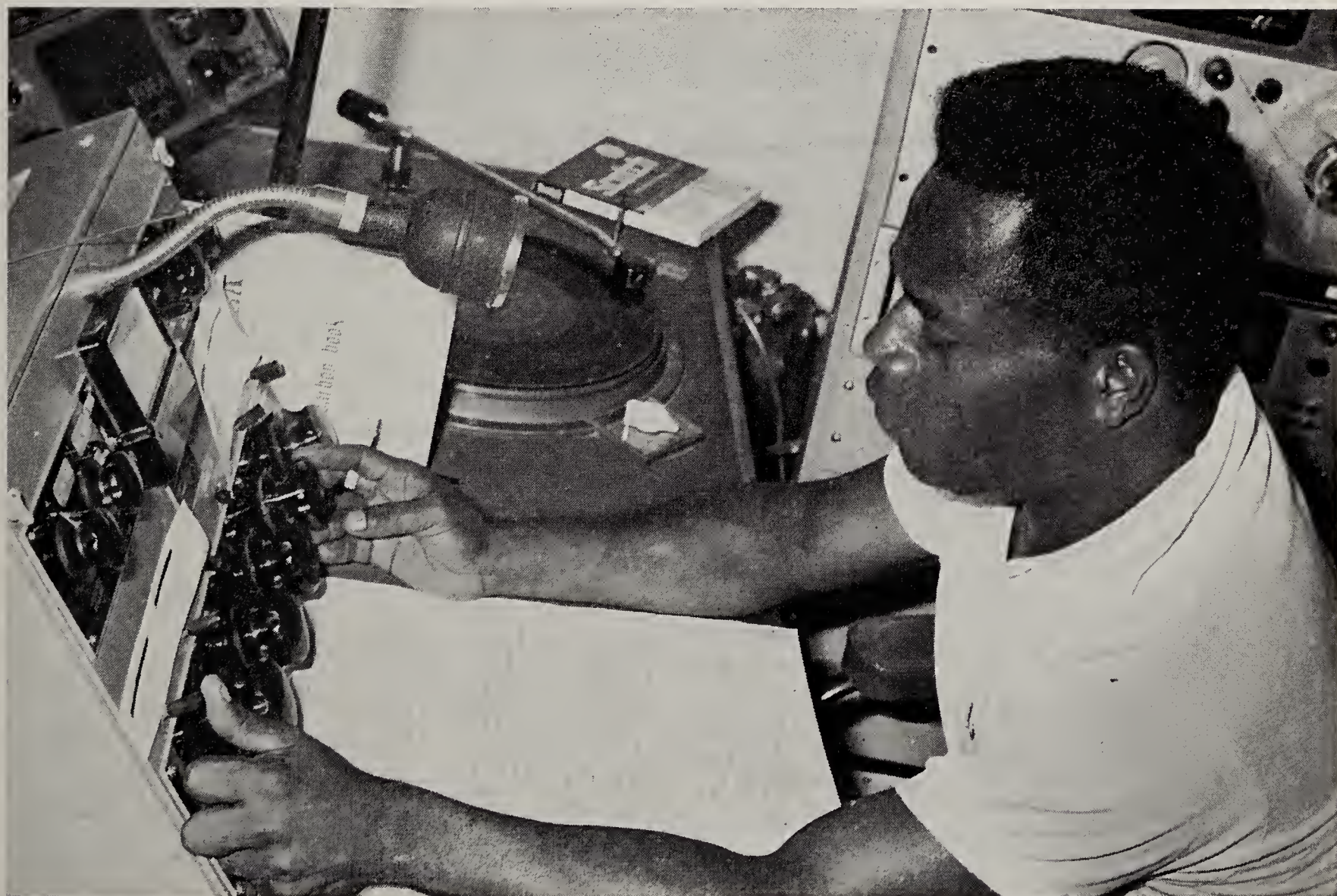
Departments offering extension courses are the Department of Agriculture, Stock and Fisheries, the Department of Forests and the Department of Public Health. Instruction provided by the Department of Public Health includes courses on use and facilities of the health services, nutrition and health education. Training is provided either in institutions offering formal courses or by means of a wide range of extension activities.

It is intended that adult education, in its broadest sense, should provide training as required in any skill, craft or branch of knowledge. Broadly, extension work is concerned largely with the introduction of new food crops, improvements in diet, health education including hygiene and sanitation, and





*Nurses Training, Papuan Medical College, Port Moresby*

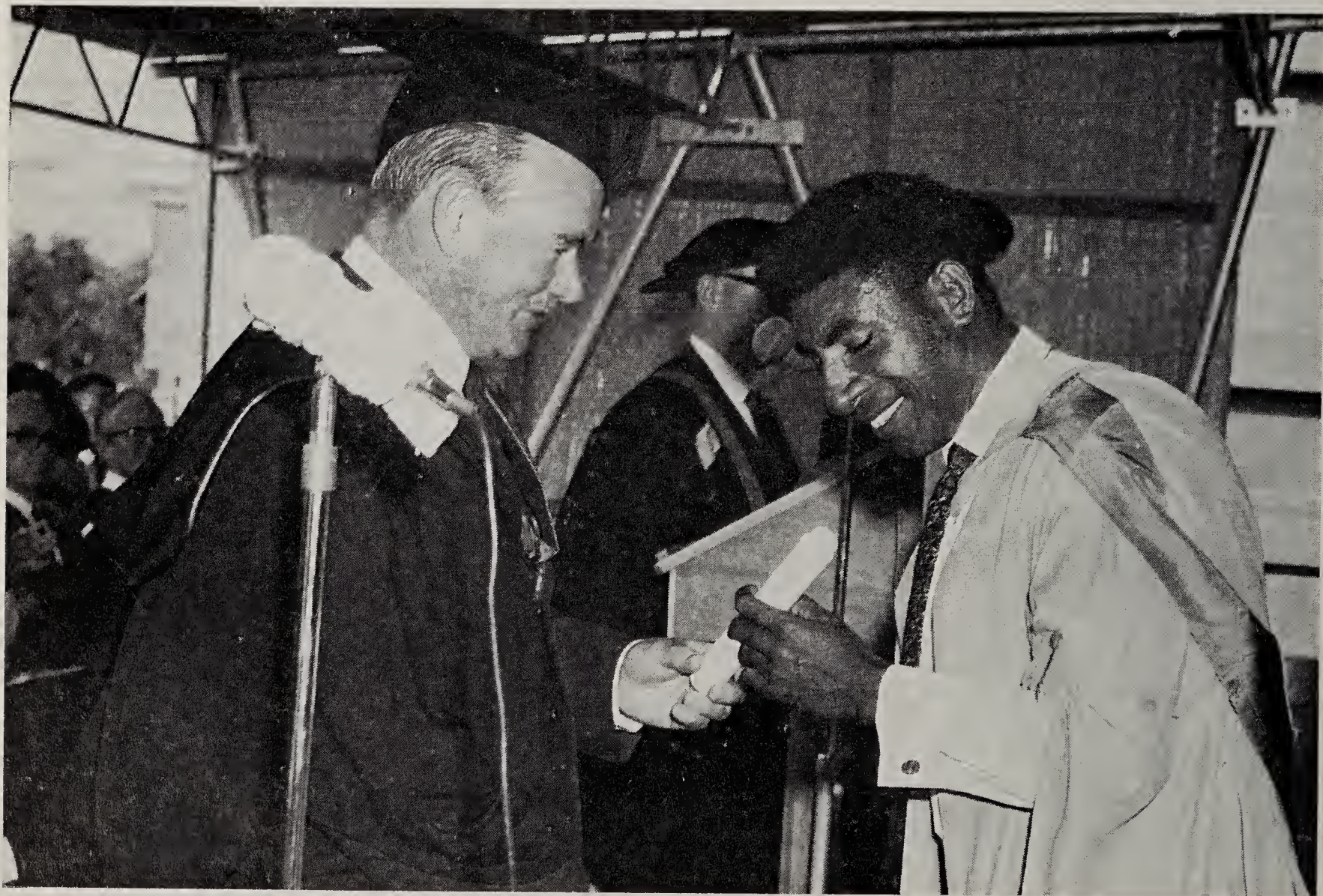


*Reading the News in an Administration broadcasting station which serves Papua and New Guinea*





*Mr Matthias ToLimán, Member of the House of Assembly for Gazelle and Ministerial Member for Education, and Dr McKinnon, head of the Department of Education, watch the computer preparing Territory teachers' salary cheques while an A.B.C. journalist looks on*



*The first graduation ceremony at the University of Papua and New Guinea*



the detection, treatment and control of diseases of humans, animals and crops; promoting cash crops and improving production methods.

### *External Studies*

In addition to the residential community training courses and the special classes mentioned above, adult education activities undertaken by the Administration and interested organisations cover:

- (i) university and matriculation tutorials;
- (ii) vocational and professional courses in departmental training schools and colleges, e.g., clerical, medical, sanitation, health, trade training; and
- (iii) in-service advancement classes in a wide range of subjects.

### *Adult Classes*

The Department of Education conducts a School of External Studies which provides general secondary, technical and commerce courses for officers of the Public Service, apprentices and private persons. Many of the enrolments come from teachers who are seeking to improve their education standard.

Tuition is provided in three ways:

- (a) after hours classes in the larger towns where students have the assistance of a class teacher;
- (b) correspondence studies supervised by a voluntary tutor, mainly for students at Form I and II levels, who have difficulty with correspondence studies; and
- (c) full correspondence studies, mainly for students at Form III and IV levels.

The courses of the Technical Section of the School of External Studies are now open to non-apprentices wherever the course is suitable and the person has the appropriate background and experience.

Evening classes in some technical subjects are being offered in main centres and provide a substitute for correspondence studies for those students able to attend.

### *Broadcast Programmes, Publications and Films*

The mass-media of broadcasting, film libraries and local newspapers, the use of which has expanded in recent years, have made a considerable contribution to the process of raising the general level of education of the people.

Broadcasting is a particularly effective medium and a Broadcasting Co-ordinating Committee has been set up to bring together representatives of the various authorities concerned with broadcasting to advise on development in Papua and New Guinea and achieve the maximum co-ordination of effort. The first meeting was held in Port Moresby in July 1966.

Broadcast programmes can be adapted when desired to make use of vernacular languages, including those which have no written form, or for broadcasts to schools or to particular age groups. Transistor receivers, which are readily available at a comparatively low cost and which operate on standard torch cell batteries, are increasing the impact of broadcasting. People in rural areas have displayed a readiness to buy radio sets as they realise that programmes broadcast have relevance to their way of life.

There is still a significant increase in the sale of low-cost receivers stimulated by the improved broadcasting services now available to the indigenous people.

There are two separate broadcasting services provided for New Guinea. One is operated by the Australian Broadcasting Commission (ABC) from stations at Port Moresby and Rabaul, and the other is operated by the Administration from stations at Rabaul, Wewak, Goroka, Mount Hagen, Kerema, Daru, Samarai and Kieta.

Administration station broadcasts are directed to the indigenous people. ABC broadcasts are directed to all sections of the community.

*Australian Broadcasting Commission.* The ABC has its Territory headquarters at Port Moresby and broadcasts from the hour of 6.00 a.m. to midnight. Its programmes are transmitted from Port Moresby over 3 transmitters simultaneously—a medium wave transmitter (call sign 9PA) and 2 short wave transmitters (call sign VLK and VLT). Transmitters now in use make good reception possible in most parts of New Guinea. A separate medium wave station, 9RB at Rabaul, is also operated and serves most of the Gazelle Peninsula. The ABC also has daytime use, on a week-day basis, of the Administration's short wave station at Rabaul, under the call sign VH9RA, as an extension of its schools broadcasts coverage. As well as drawing on material from Australia and Port Moresby, 9RB produces programmes specially designed for the area which it services.



The Port Moresby station broadcasts mainly in English with Pidgin and Police Motu being used at some of the more popular listening times, including news bulletins and information services. The Rabaul station uses English, Pidgin and Kuanua, the vernacular of the Gazelle Peninsula people.

The process of integrating material for Papuan and New Guinean listeners into the overall programme has been continued and has undoubtedly contributed to better mutual understanding between different sections of the community. Most of the more popular listening periods are devoted to such programmes.

Major news services from Australia as well as one from the BBC are rebroadcast on relay.

The ABC News broadcasts nearly five thousand internal bulletins a year in Papua and New Guinea, apart from national bulletins taken on relay from Australia.

The internal bulletins include Papua and New Guinea news in English, bulletins of overseas and Territory news in simple English, Pidgin and Motu, and bulletins of special interest to the village audience in simple English, Pidgin and Motu, as well as Kuanua.

Apart from the usual daily news coverage, ABC News presents special weekly news summaries of proceedings in the House of Assembly, whenever this is sitting. These summaries are broadcast in English and Pidgin.

Of particular importance are the Australian Broadcasting Commission's broadcasts to schools in the Territory. During the year more programmes prepared especially for Territory children were introduced and these are gradually taking the place of broadcasts originating in Australia.

Educational broadcasts total 44 a week, 28 of which are specifically designed for indigenous school children. This proportion will rise in 1970 to 33 broadcasts out of 48. Twenty-four programmes are produced entirely in Papua and New Guinea using local script-writers and talent.

Broadcasts based on the Papua and New Guinea syllabus for schools include:

*Let's Speak English*—Two series for Standards 3 and 4, each broadcast on 4 days a week.

*Listen and Learn*—Two series for Preparatory and Standard 1, each broadcast on 3 days a week, one series for Standard 2, 5 broadcasts a week.

*Let's Use English*—One series for Standards 4 and 5 broadcast on three days a week.

*Social Studies*—One broadcast each for Standards 4 and 6.

*Health Education*—One broadcast a week.

*Singing in Papua and New Guinea*—One broadcast a week.

*Current Events*—One broadcast a week for upper primary Standards.

*From the Library Shelf*—A literature series for children in Forms 1 and 2 in secondary schools, broadcast once a fortnight.

Broadcasts based on Australian syllabuses and prepared in Australia include:

*Kindergarten of the Air*—Twice a week.

*Let's Join In*—For infant classes, three times a week.

*Listening Time*—For Standard 2, once a week.

*Let's Have Music*—Lower Primary, once a week.

*Tales of Many Lands*—Lower Primary, once a week.

*Health and Hygiene*—Upper Primary, once a week.

*Background to Today*—Upper Primary, once a week.

*The World We Live In*—Upper Primary, once a week.

*Books to Enjoy*—Upper Primary, once a week.

*Singing Together*—Upper Primary, once a week.

*Adventures in Music*—Secondary schools, once a week.

*English For Examination Classes*—Secondary, once a week.

*National Project*—Secondary, once a week.

Booklets are available free of charge and postage for all locally-made English broadcasts. Special teachers' notes are written to accompany all locally made health, singing and social studies broadcasts. Wall charts are also available for the health broadcasts. A set of Social Studies Wall Charts is offered at printing cost which is a useful aid in Upper Primary Social Studies and which supplement the broadcasts in this area.

Booklets and notes to accompany Australian made programmes are available at Australian prices.



The Australian Broadcasting Commission's education section co-operates with the Department of Education's publications section to include back-up material for the broadcasts in the children's school papers which are published monthly.

The Teacher's programme, *Teachers' World*, is in its third year of production and has two broadcasts weekly. Designed to provide news, information and specialist talks and interviews for teachers, *Teachers' Teatime* has developed a large and regular audience. It is broadcast during the schools' morning recess.

*Administration Stations.* The Administration Broadcasting Service now has eight stations. Three on the mainland of New Guinea—VL9CD Wewak (10 kilowatts), VL9CH Mount Hagen (250 watts), and VL9CG Goroka (250 watts). There is one station in New Britain, VL9BR Rabaul (10 kilowatts), and VL9BA Kieta (2 kilowatts) is on the Island of Bougainville in the North Solomon Islands.

Two additional stations on the New Guinea mainland will be opened this year. One is at Madang and the other at Lae.

Each Administration broadcasting station arranges programmes to suit local conditions and broadcasts are made in some of the common vernaculars of the area as well as in English, Pidgin and Police Motu. In terms of sophistication and education level, Administration broadcasting stations cater for rural dwellers in areas served by the stations. They do not attempt to cater for the whole range of listeners. News is regarded as being of prime importance. The stations are basically responsible for their own news services but draw on the Information Branch and a recently established Central News Room at the Headquarters of the Department of Information and Extension Services in Port Moresby.

News and spoken word commentaries are broadcast to stations from a special transmitter at Port Moresby. This has considerably improved the immediacy of station news bulletins. In addition stations receive news releases, talks, speeches and background material prepared in the Central News Room. Local news is gathered by station staff, correspondence and listeners. To ensure wide understanding, bulletins are broadcast primarily in

the lingua franca and local vernaculars. Stations also re-broadcast bulletins of world and Territory news from the Australian Broadcasting Commission station.

The station at Rabaul broadcasts on one frequency only, 3385 kilocycles. Morning programmes, from 6 a.m. to 8 a.m. have proved very popular and a comprehensive evening programme is broadcast from 4 p.m. to 11 p.m. A sub-office at Kavieng in New Ireland supplies news and other recorded material such as traditional music to the Administration broadcasting station at Rabaul and this material is subsequently included in programmes from that station. The object is to ensure the people of New Ireland not only hear their own material but material from other parts of the Territory.

The programmes which use Pidgin, English and the vernacular of the Gazelle Peninsula serve as vehicles for extension work. They are produced by the station staff in close consultation with the Administration Departments concerned. They deal with local problems and those raised by listeners and use local people with special knowledge of the various matters discussed. The station is listened to throughout New Britain and the New Guinea Islands and continues to broadcast the complete proceedings of the monthly meetings of the Gazelle Local Government Council. The proceedings are recorded and broadcast during the week-ends outside normal broadcasting hours.

The Administration station in Wewak, VL9CD broadcasts from 6 a.m. to 8 a.m. and from 4.15 to 10.30 p.m. daily. In addition, an afternoon programme is broadcast 1.30 p.m. to 4.15 p.m. on Saturdays and Sundays. The station was established to serve the Sepik area but is also listened to regularly in other nearby regions.

Mount Hagen was the first station to introduce agricultural programme material prepared at Port Moresby. This material deals with topics of general interest throughout the Territory (e.g., the work of various branches of the Agricultural Department) and is broadcast alternately with locally-produced extension material.

The station at Mount Hagen has proved very popular. There has been a widespread response from listeners in the Western Highlands. At present the station is broadcasting



from 6 a.m. to 8 a.m. and from 5.30 p.m. to 10 p.m. daily, using English, Pidgin, Medlpa, Enga and Mid-Waghi.

Several stations are continuing to increase the time given to broadcasting reports on council meetings.

English and Pidgin are the main languages although use is also made of the district vernaculars for special news and announcements. There are some differences in programmes from those of Rabaul mainly because of the greater cultural fragmentation of the population served.

A broad pattern of extension programmes developed in consultation with other Administration Departments is followed.

Programmes have attracted a significant response from listeners in the form of letters containing requests, news items, comments and opinions and wide use is made of this material in programmes.

The station at Goroka, VL9CG, broadcasts to people of the Eastern Highlands District. It transmits from 5.45 a.m. to 7.30 a.m. and 5.45 p.m. to 10 p.m. daily in English, Pidgin, Gahuku Kafe and Kuman. The programmes are on similar lines to those of other stations.

The Administration stations are staffed largely by New Guineans who do all the announcing and are assisted by programme advisory committees consisting mainly of representatives of indigenous interests.

Regular visits are made by station staff to villages to report interviews, talks, musical items performed by local groups and other programme material.

The Administration has continued to distribute radio sets to communities wherever this is justified and to subsidise the purchase of sets by local government councils. Special encouragement has been given to co-operative societies to stock radio sets. Many missions have provided sets for their communities. Owners of radio sets are not required to hold a licence.

At present an extensive expansion programme is in progress providing for the establishment of a number of new broadcasting stations in various parts of the Territory. It

is expected that the project will be completed by the end of 1972.

A list of the major publications distributed in the Territory is given in Part IX. In addition, many missions, local government councils and voluntary organisations publish news sheets with limited circulation. These use a variety of languages, and provide a very useful source of reading material for rural people. The amount of overseas news and information of Territory-wide interest which they contain varies.

In Chapter 8 of this Part a list is given of some of the publications issued by the Department of Information and Extension Services. In addition to booklets and pamphlets, other material published has included flip charts, film strips, plastigraphs and wall charts on various subjects including nutrition, picking coffee beans, harvesting cocoa, banking, fire precautions and community education. A series of posters has been published on harvesting, local recruitment and fire precautions. The flip charts deal with picking coffee beans and a village project. Other publications include newsletters for social welfare staff, agricultural field staff, and other categories of workers.

*Films.* The Administration has a total of twenty-five 16 mm projection units which include eight fully equipped cine-vans and one cine canoe in use throughout the Territory, with fulltime indigenous operators employed by the Department of Information and Extension Services.

The Administration maintains a 16 mm film library at Port Moresby. Substantial gifts have been made to the library, the main donors being the Commonwealth Film Unit, the British Council, U.K. High Commissioner, Canadian High Commissioner and the U.S. Information Service. The number of films held was increased during the year. Films made available by the United Nations Information Centre and the Unilever organisation are included in the library. The United Nations Information Centre also maintains a library of specialised 35 mm and 16 mm films. Use of all these services is free. In addition there is a commercial 16 mm film library at Port Moresby with a branch at Rabaul. This offers some 900 feature films. There is fairly extensive borrowing from the Commonwealth National Library at Canberra of instructional and other educational films.



A film production unit set up by the Administration has produced a number of 16 and 8 mm films. These include:

*The New Kula*

A survey of trading and economic development in the Milne Bay District of Papua (45 min. colour)

*Nurses*

A recruitment film produced for the Department of Public Health. (20 min. colour)

*The Life of a Rural Development Officer in Papua and New Guinea*

A recruitment film produced for the Department of Agriculture. (30 min. colour)

*Health Inspectors*

A recruitment film produced for the Department of Public Health (25 min. colour)

*Health Extension Officer*

A recruitment film produced for the Department of Public Health (25 min. colour)

*Routine Patrol*

A recruitment film for the Division of District Administration. It portrays a typical patrol in the central district of Papua and New Guinea (31 min. colour)

*A Community Progress*

Showing the work of Local Government Councils in the East Sepik District of Papua New Guinea. Produced for the Community Education Committee. (30 min. colour)

The film unit also shot a considerable amount of film for Australian TV news.

A series of short films on road safety and community activities has been produced. These total fifteen in colour and eight in black and white.

The production of 8 mm films which can be produced quickly and relatively cheaply for extension purposes has continued. Such films are made to be part of audio-visual kits for extension programmes conducted by departments and in some cases commentaries are recorded and played by tape recorder. Subjects dealt with include:

The growth and production of rice and copra.

Cattle husbandry in the lowland areas.

Growing passionfruit.

Co-operative movement in the Kukipi Sub-District.

Agricultural products in the Highlands Region.

Kondepina.

Kindeng.

A family affair.

Companion 35 mm filmstrips have been produced on several of the above topics.

In 1969-70 several training courses were run for field officers of various Administration Departments on Extension Method and Communication Technique in order to help these officers to communicate better with the indigenous population. Surveys and evaluations were carried out on radio programmes, films and other audio-visual aids to check the effectiveness of these.

## CHAPTER 8

### OTHER ASPECTS OF EDUCATION

#### *Educational Guidance*

The Department of Education provides a guidance service for students in Administration and non-Administration schools. The service covers the fields of careers guidance and counselling.

Field services are organised on a regional basis with centres at Port Moresby, Lae and Rabaul. Each centre is staffed by a Regional Guidance Officer, assisted by two Educational Guidance Officers who are indigenous teachers seconded to the branch for a minimum period of two years. Each secondary and technical school has at least one teacher designated as a careers adviser to provide students with information on prospective careers.

The Secondary and Technical School Leavers Programme involves the completion by school leavers of a common job application form, the guidance and assessment of students by means of psychological tests (carried out jointly by the Psychological Services Section of the Public Service Board and the Guidance Branch of the Department of Education), teacher assessments and examination results; the processing of the student applications by the Guidance Branch, the Recruitment Section of the Public Service Board and the Industrial Services Division of the Department of Labour



resulting in the placing of the student in an appropriate institution providing vocational training or higher education, or in direct employment.

#### *Financial Assistance Schemes*

The Scholarships section of the Guidance Branch administers a wide range of financial aid schemes which benefit some 500 young Papuan and New Guinean students both at home and overseas. The bulk of these are secondary students in Australia and tertiary students in the Territory. There are also tertiary students currently studying in Australia and the University of Hawaii.

#### *Assistance for Tertiary Education*

Administration scholarships are available for study at the Papua and New Guinea University and the Institute of Technology. Scholarships cover all tuition fees, a text book allowance and annual return air fare home. The board and lodging and personal allowance component of these scholarships is subject to a means test for students under 21. A number of private scholarships to these institutions is also available.

Both the Administration and private sponsors offer scholarships to indigenous students for tertiary study in Australia. Administration scholarships cover all tuition fees, boarding costs, clothing expenses, a cost-of-living allowance, a text book allowance, medical, dental and optical expenses and an annual return air fare.

At present there are 13 Papuan and New Guinean students studying at Australian tertiary institutions in the fields of agriculture, rural science, economics, engineering, law, pharmacy, arts and social studies.

#### *Assistance to undertake Secondary Education in Australia*

Competitive scholarships are available to enable outstanding indigenous children to attend secondary schools in Australia. These Administration scholarships, available to children from Administration or mission schools, cover the full cost of education at an Australian secondary school, generally in New South Wales or south-east Queensland.

Scholarship holders receive a full issue of clothing, all boarding and tuition fees are paid and incidental expenses, including pocket money, are met. Each scholarship holder receives an annual return air fare to his home.

There is also a subsidy/sponsorship scheme to assist indigenes to undertake secondary education in Australia. Awards are made on a competitive basis. The administration provides a subsidy at the same rate as for non-indigenous children, plus an annual return fare. All other costs are met by private sponsors. It is intended that, if enough sponsors are interested, this scheme will eventually replace the scholarship scheme mentioned above.

The Administration aids non-indigenous parents to send their children to secondary schools in Australia. A subsidy of \$200 per year for the first child and \$390 for second and other children attending school in Australia at the same time, plus an annual return airfare, may be granted for these children. In addition, a bursary system, subject to a means test, is in operation, the maximum payment for Asian and mixed-race children being \$400, and the maximum for European children being \$322.

As a condition of service, non-indigenous public servants are entitled to an educational allowance for the education of children of secondary school age in Australia in lieu of subsidy. The allowance is \$480 per year for a child attending a school which charges tuition fees, or \$290 per year where tuition fees are not charged.

#### *Educational Research*

Educational research is co-ordinated by a small Research Branch in the Educational Services Division of the Department of Education. The Branch itself is responsible for producing comprehensive statistics on education and for conducting investigations into general educational problems. A limited research grants scheme has been operating since 1967 whereby travel, accommodation and incidental expenses are paid to approved researchers to work for short periods in the Territory of Papua and New Guinea. An increasing amount of research is also being conducted by people working for higher degrees or otherwise associated with the University of Papua and New Guinea.

#### *Teaching About the United Nations*

The social studies syllabus provides for school children to acquire a knowledge of the United Nations and of the International Trusteeship System. Text books containing comprehensive information on the United Nations and the



Specialised Agencies are prescribed, and the book *United Nations for the Classroom* is used in the senior classes in indigenous schools. Current activities of the United Nations are publicised by the broadcasting and newspaper services and special days sponsored by the United Nations are suitably recognised. One such day is Children's Day which is celebrated with appropriate features at every school throughout the Territory. Film strips, pamphlets and other information material produced by the United Nations are distributed to schools. The Department of Information and Extension Services co-operates closely with the United Nations Information Centre in Port Moresby and, besides giving practical assistance with the translation, printing and distribution of United Nations material, itself produces material dealing with the United Nations.

### *Libraries*

*School Library Services.* Libraries are maintained in schools and teachers' colleges and are continually being expanded and improved. Each secondary school has the nucleus of a valuable library collection and the main teachers' college for the Territory of Papua and New Guinea at Goroka has a rapidly expanding library of books for its students. The Department of Education also provides library boxes for schools, and parents and citizens' associations have played a large part in expanding school library facilities. The Department of Education's headquarters library contains 9,130 books from which Administration and mission teachers may borrow.

*Public Libraries.* The Public Library Service which has its headquarters in Port Moresby now has twenty branches, fourteen of which are in New Guinea. At the end of February 1970 the Rabaul branch had 17,699 books; Lae 12,315; Madang 7,973; Wewak 6,348; Goroka 6,308; Wau 5,088; Bulolo 4,876; Mount Hagen 2,114; Kavieng 2,858; Hutjena 1,009; Mendi 2,163; Lorengau 746; Kundiawa 1,427 and Vaimo 297.

Most of the books have been selected as likely to interest New Guinean and Papuan readers. Extensive use is made of the country library service whereby the Administration meets the cost of postage or air freight on books and periodicals borrowed from the branches.

The distribution of books this year in Papua and New Guinea totalled 62,165 from a total of 108,899 books held in all the libraries. A number of local government councils borrow extensively from the libraries.

### *Supply of Literature*

The library services referred to above, together with the various news sheets and other reading material published by the Administration and the missions, provide the main source of literature for the population.

In 1966 the Department advertised world wide for an officer to take charge of a literature Bureau which has been established.

The Department of Information and Extension Services has a special responsibility for producing printed material for the indigenous people. It has a small offset printing shop. The department produces a fortnightly newspaper *Our News* which is published in English and Pidgin, also booklets, posters, pamphlets and other printed material used by departments of the Administration in carrying out their extension programmes. Photographers and artists are employed by the department and publications are extensively illustrated. Most of the publications issued are in English and Pidgin but from time to time use is made of the more widely spoken vernaculars in which a significant number of adults has acquired literacy.

An illustrative list of the publications issued is as follows:

*Towards a United Country* (English). An explanation of how Government works for the people of Papua and New Guinea.

*Progress and Growth of Papua and New Guinea*, 1969. Facts and figures (English). Complete coverage of all aspects of the Territory.

*Institute of Higher Technical Education Handbook* (English). Information on the Institute and its new facilities.

*Grow Good Cattle* (English). A series of four booklets on cattle extension work.

*Careers in the Public Service* (English). Recruitment information for school leavers.

*Growing Good Cocoa* (English and Pidgin). Set of three booklets on cocoa for extension work.

*How a Community Works* (English). Reprint of booklet on successful community living.



Other publications issued deal with numerous other subjects such as political development, education, social and welfare items, recruitment, fire prevention, outboard motors, higher technical education and local government procedures.

The Administration conducts news agency and public relations services for press and radio in the Territory which are used by the Territory's broadcasting stations and newspapers and representatives of overseas newspapers and AAP-Reuter.

From July 1969 to the end of February 1970, 179 news telegrams were sent to Administration radio stations, 1,059 press releases were issued and 1,455 local news items were posted to the radio stations. Following the establishment of station VL8BM in the central newsroom for Administration stations in Port Moresby last November, 885 news items were transmitted to network stations by that medium. The Administration also maintains an extensive library of recordings of historical and cultural interest including indigenous ceremonies, music and legends. In July-February of 1969-70, the film unit completed 16 films and the photographic section covered 156 assignments and printed 16,767 photographs.

#### *Publications and Broadcasts Branch*

The Publications and Broadcasts Branch is responsible for the publication of various booklets and pamphlets. These include *The Education Gazette*, which is the official medium for the Department's administrative and professional notices; *The Lower and Upper Primary School Papers* which contain legends, short stories, plays and puzzles; *Our World*, a social studies paper for the upper standards of the primary school; *Background*, a current events magazine for secondary schools. The Branch also publishes various pamphlets which have a more limited distribution, being aimed at specialist groups.

*The Journal of Education* is published three times a year and provides a means of exchanging views on professional matters for teachers working in the Territory and in other South Pacific countries.

Other responsibilities of the Branch include liaison with the Australian Broadcasting Commission for school broadcasts, the production of a twice weekly radio broadcast to teachers

called *Teachers' World*. For each of the radio programmes a booklet is produced for the guidance of the teacher.

Another function of the Branch is to provide communication between the Administration and schools, and between teachers in various parts of the country. A number of posters and pamphlets are produced and the officers of the Branch liaise with the news media agencies operating in the Territory.

#### *Theatres and Cinemas*

There are no professional theatres in the Territory, but amateur dramatic societies frequently stage performances. An annual Festival of Drama attracts entries from many centres in New Guinea and Papua. The amateur societies are active in promoting interest in theatrical productions with a local theme.

Professional ballet and theatrical companies visit the Territory from time to time.

Commercial cinemas operating in the Territory are attended by all sections of the public. There are 35 mm cinema houses in the larger towns.

The Administration's 16 mm film service is described in Chapter 7 of this part. In addition to the Administration's service, projectors owned by missions, local government councils, women's clubs, private companies and clubs are used for the education and entertainment of all sections of the community.

#### *Youth Organisations*

Almost all the major voluntary international youth organisations are represented in New Guinea. The Boy Scouts and Girl Guide Associations, which pioneered youth work in the Territory, have groups established in most centres. Both organisations have a vigorous training programme and indigenous scouts and guides are serving as assistant commissioners and training commissioner.

The Young Men's Christian Association and the Young Women's Christian Association have both established training centres in Port Moresby which cater for students from all parts of the Territory. The YWCA conducts a fifty-bed hostel which, as well as providing low cost accommodation for young women, offers a wide range of educational and recreational activities. The YMCA has clubs operating in Rabaul, Lae and Mt Hagen and is establishing a large branch at the latter centre,



with assistance from the Canadian YMCA and Canadian Government. It also co-operates with the Department of Education in the physical education programme for secondary schools throughout the Territory.

All church organisations sponsor youth groups and there has been an increase in the membership of the Boys Brigade, Junior Red Cross and the St John Ambulance Brigade cadets.

The Administration supplements, where necessary, the resources of existing organisations without impairing their independence. Since March 1963 a youth work organiser in the Department of Social Development and Home Affairs has been encouraging the formation of groups of young people and providing aid by way of sports and camping gear, educational equipment, transport, training of sports and club leaders, assistance with club programming, supervision of sports and the promotion of school vacation activity centres.

The youth work organiser, assisted by leaders of voluntary organisations, has arranged a number of courses for male youth workers sponsored by local government councils. On completing their training these young men are employed by their councils and are responsible for developing youth activities in the areas covered by their councils.

### *Indigenous Arts*

The curricula of schools are designed to foster the retention and promotion of the more valuable elements of indigenous art, the most striking examples of which are associated with magico-religious and clan symbolism, although much of it concerns everyday existence.

The making and decorating of water and cooking pots has become a specialised occupation in some areas, while in the Bougainville area the making and geometric patterning of baskets is a highly skilled art. The weaving of decorative wall matting for houses, and of sleeping and floor mats, has reached a high level of development in many parts of Papua and New Guinea. Wood carving is widely practised. Fine examples of mask and shield carvings as well as the highly decorative tambaran or spirit houses can be found in the Sepik area. In the Highlands area much of the art is directed towards the making of

ceremonial dress, in which the plumes of the Bird of Paradise are widely used. A wide range of ceremonial dances, music, legends and folklore has been faithfully handed on from each generation to the next. In recent years many of these have been recorded.

For many years choral festivals have been held annually in some areas, one of the most important being that held in the Tolai area. Another of significance is that held at Kieta in the Bougainville District. Church, village and school groups compete in these festivals and have helped to preserve the best in indigenous music and song.

In the field of painting, indigenous art has been encouraged greatly in recent years by the introduction in 1955 of the Cariappa Art Competition for schools. After a visit to the Territory in 1954, His Excellency, General K. M. Cariappa, then High Commissioner for India in Australia, with the aim of fostering the preservation of indigenous art, presented a shield to be awarded annually to the school exhibiting the best collection of paintings.

Manual art in the Territory was stimulated in 1968, when the then Governor-General of Australia, Lord Casey, instituted an annual prize for Papuan and New Guinean craftsmen.

### *Antiquities*

The *National Cultural Property (Preservation) Ordinance* 1965 came into operation on 24 March 1966. Under the provisions of the Ordinance, the Trustees of the Public Museum and Art Gallery are charged with ensuring that any property defined as national cultural property is protected and preserved. The Trustees are empowered to acquire compulsorily any article considered to fall within the definition of national cultural property, to proclaim cultural property, to declare artifacts or classes of property as prohibited exports and to declare articles exempt from the provisions of the Ordinance.

National cultural property from other countries may be declared prohibited imports into the Trust Territory if their export from the countries of origin has been prohibited. Any such property so illegally imported may be seized, without compensation, and returned to the appropriate authority. The Ordinance allows any common article manufactured for commercial purposes to be declared exempt from the provisions of the Ordinance. The Trustees of the Public Museum and Art



Gallery have delegated to district commissioners their power to issue permits to export national cultural property which is not required to be held in the Territory.

The discovery or reputed existence of objects such as caves, carvings or deposits of ancient pottery must be reported to the Trustees and may not be exposed or otherwise interfered with, without written permission of the Trustees.

#### *Territory Archives*

The Papua and New Guinea Archives, in addition to providing for the orderly management of official records of the Administration, provides facilities to enable academics to carry out research projects using official records. Researchers from Australia and overseas, as well as from tertiary education institutions in the Territory, are making increasing use of the facilities provided by the Archives. A number of articles on New Guinea topics published during the past year have made use of the material obtained from official records on the Territory, particularly in the spheres of anthropological, economic and educational research.

#### *Museums, Parks, etc.*

A public museum serving the interest of the Territory of Papua and New Guinea has been established in Port Moresby with a collection of artifacts representative of both Territories.

The development of parks and gardens in all townships is actively sponsored by the Administration. Deserving of special mention are the botanical gardens at Lae which are under the control of the Department of Forests.

No special steps have been taken to preserve the flora of the Territory, but under the *Forestry Ordinance* 1936-1962 any trees or species or classes of trees can be declared to be reserved.

The preservation of fauna is provided for by the *Birds and Animals Protection Ordinance* 1922-1947 under which it is unlawful for any person to capture, destroy, buy, sell, deal in, export or remove from the Territory, any fauna except under prescribed conditions.

There is a National Parks and Gardens Board appointed under the *National Parks and Gardens Ordinance* 1966. Its duties include the control and development of National Parks.

## PART IX. PUBLICATIONS

Copies of all laws affecting the Territory have been transmitted to the Secretary-General of the United Nations.

The National Library of Australia, Canberra, publishes *Australian National Bibliography*. There are four issues per month, including a monthly cumulation, and the whole is cumulated annually. It covers material received by the National Library under legal deposits provisions, including publications concerning the Territory. The National Library also publishes *Australian Public Affairs Information Service*, issued monthly and cumulated annually; *Australian Government Publications*, *Current Australian Serials* and *Australian Books: a Select List*, all annual publications; *Newspapers in Australian Libraries: a Union List*. 2nd Ed. 1967; *Australian Films*, issued

monthly and cumulated annually from 1959 to supplement *Australian Films: a Catalogue of Scientific, Educational and Cultural Films*, 1940-1958; *Australian Maps*, issued quarterly and cumulated annually; and *Index Atlas to Maps in Series in the Map Collection*, National Library of Australia, Part 1. *Australia*. Part 2. *New Guinea*. The Library also issues subject bibliographies from time to time. These publications are forwarded regularly to the United Nations library in New York and copies are sent on request to other libraries sponsored by the United Nations.

In addition, the Department of External Territories issues the following publications:

*Papua and New Guinea Newsletter* (issued fortnightly)



*Australian External Territories* (Journal, issued quarterly)

*Framework for the Future*

*Selected Ministerial Statements on Papua and New Guinea 1969-70*

*External Territories of Australia*

*Coffee* (folder) (also in Japanese)

*Cocoa* (folder) (also in Japanese)

*Tea* (folder)

*The People Speaking* (1968)

*Annotated List of Select Publications on Papua and New Guinea*

*Films on Australian External Territories*

*Investing in Papua and New Guinea*

*Trade and Investment in Papua and New Guinea*

*Papua and New Guinea . . . A Guide to Growth*

*Facts about Papua and New Guinea 1965-68* (folder)

*Timber* (four language booklet)

*Life in Papua and New Guinea—Job Opportunities*

*New Guinea Artifacts*

*Annotated Bibliography of Select Government Publications on Australian Territories*

*Notes on the Territory of Papua and New Guinea*

*Compendium of Statistics for Papua and New Guinea*

*Australian Government News Bulletin* published quarterly. Circulation 58,500 (English) and 4,000 (Pidgin).

The following list gives details of both non-government and government periodicals issued in the Territories of Papua and New Guinea.

#### NON-GOVERNMENT PERIODICALS

*New Guinea Research Bulletin*. English, published irregularly by Australian National University Research School of Pacific Studies. Circulation 1,000.

*Tektok*. English. Published monthly by students of the Institute of Higher Technical Education. Circulation 300.

*Anti-Qua*. English. Published quarterly by students of the Agricultural Training Institute, Popondetta. Circulation 300.

*Onward*. English. Published six times a year by the Missionary Association of Papua and New Guinea. Circulation 3,500.

*Harim*. Pidgin. Published six times a year by the Missionary Association of Papua and New Guinea. Circulation 1,000.

*Scouting in Papua and New Guinea*. English. Published six times a year by the Boy Scouts' Association. Circulation 300.

*The Papua and New Guinea Volunteer*. English. Published approximately quarterly by the Volunteer Service Association. Circulation 1,000.

*Science Teachers' News*. English. Published two or three times a year by the Science Teachers' Association. Circulation 90.

*New Guinea Highlands Bulletin*. English and Pidgin. Published quarterly by the Highlands Farmers' and Settlers' Association.

*Bougainville Copper Bulletin*. Pidgin and English. Published approximately every six weeks by Conzinc Riotinto of Australia Ltd. Circulation 5,000.

*Kumul*. English and Pidgin. Published quarterly by the Police Association of Papua and New Guinea. Circulation 4,500.

*The Drum*. English. Published three times a year by the Girl Guides' Association. Circulation 400.

*Big Ed*. English. Published about 14 times a year by students of the Administrative College. Circulation 150.

*Nuis Bilong Sios Na Ples*. Pidgin and Enga (two editions). Published monthly by the New Guinea Lutheran Mission. Circulation 950 (Enga) 800 (Pidgin).

*Idupa*. Pidgin, English and Enga. Published quarterly by the New Guinea Lutheran Mission. Circulation 2,500.

*Gima Kohorona*. Motu. Published monthly by the International Bible Students' Association. Circulation 900.

*Wastaua*. Pidgin. Published monthly by the International Bible Students' Association. Circulation 2,500.

*Sabbath School Lesson Quarterly*. English. Published quarterly by the Bismark-Solomons Union Mission of Seventh-day Adventists. Circulation 12,000.

*Missions Quarterly*. English. Published quarterly by the Bismark-Solomons Union Mission of Seventh-day Adventists. Circulation 2,500.



*Compass*. English. Published quarterly by the Bismark-Solomons Mission of Seventh-day Adventists. Circulation 500.

*Missionary Notes*. English. Published quarterly by the Bismark-Solomons Union Mission of Seventh-day Adventists. Circulation 500.

*New Guinea Lutheran*. English, Pidgin and Kotte (three editions). Published monthly by the New Guinea Lutheran Mission. Circulation 3,850 (English), 4,300 (Pidgin) and 3,300 (Kotte).

*Freedom Radio*. English. Published every six weeks by the Christian Radio Missionary Fellowship. Circulation 5,000.

*Fatima Chronicle*. English. Published three times a year by Fatima College. Circulation 300.

*Kundu*. Pidgin, English and Guantuan. Published monthly by Catholic Press. Vunapope, Kokopo. Circulation 8,000.

*Read*. English. Published quarterly by the Summer Institute of Linguistics. Circulation 200.

*Erantora Vakaaka*. Tairora and English. Published monthly by the Summer Institute of Linguistics. Circulation 150.

*Pas San*. Wantoat. Published monthly by the Summer Institute of Linguistics. Circulation 500.

*Journal of the Papua and New Guinea Society*. English. Published twice a year by the Papua and New Guinea Society. Circulation 1,000.

*Countrywoman in Papua and New Guinea*. English. Published quarterly by the Countrywomen's Association. Circulation 800.

*Public Service Association Bulletin*. English and Pidgin. Published quarterly by the Public Service Association. Circulation 9,700.

*Tapwaroro Teterina*. Dobuan and English. Published quarterly by the United Church Papuan Islands Region. Circulation 1,200.

#### GOVERNMENT PERIODICALS

*Our News*. English and Pidgin (two editions). Published twice monthly by the Department of Information and Extension Services. Circulation 14,000 (English) and 6,000 (Pidgin).

*Papua and New Guinea Journal of Education*. English. Published quarterly by the Department of Education. Circulation 3,000.

*Education Gazette*. English. Published monthly by the Department of Education. Circulation 4,000.

*Lower School Paper*. English. Published monthly by the Department of Education. 65,000.

*Upper School Paper*. English. Published monthly by the Department of Education. Circulation 48,000.

*Our World*. English. Published monthly by the Department of Education. Circulation 45,000.

*Background*. English. Published monthly by the Department of Education. Circulation 3,000.

*Philatelic Publicity Leaflet*. English. Published approximately every ten weeks by the Department of Posts and Telegraphs. Circulation 20,000.

*Philatelic News*. English. Published twice or three times a year by the Department of Posts and Telegraphs. Circulation 2,500.

*Technical Research Bulletin*. English. Published irregularly by the Department of Public Works. Circulation 1,200.

*Vigilance*. English, Motu and Pidgin. Published monthly by the Police Department. Circulation 700.

#### ADDITIONAL PUBLICATIONS

*Papua and New Guinea—information* (P & N G Tourist Bureau).

*Members of the Second House of Assembly* (Administration).

*Programmes and Policies for the Economic Development of Papua and New Guinea* (1968).

*Review of Progress* (1968-69).

*Nu-Gini Toktok* with a circulation of 4,500 is in Pidgin. It is an independent newspaper published for the indigenous people.

Within the Territory there are many subscribers to overseas publications, including daily newspapers from Australia.



# PART X. RESOLUTIONS AND RECOMMENDATIONS OF THE GENERAL ASSEMBLY AND THE TRUSTEESHIP COUNCIL

## GENERAL ASSEMBLY

The Administering Authority takes note of General Assembly Resolution 2590 (XV).

The Administering Authority has stated many times that the people of the Territory can obtain self-determination when they wish.

The attention of the General Assembly is drawn to the statement made by the Prime Minister of Australia early in July 1970 in which it was announced that there was to be a great transference of administrative power to the elected members who are Ministerial Members and to the Administrator's Executive Council. The Prime Minister also indicated that this transfer of power would, of necessity, include an assumption of greater financial responsibility by both Ministerial Members and the House of Assembly. The Administering Authority expects the elected members of the House to accept greater responsibility for financing their decisions.

## TRUSTEESHIP COUNCIL

The conclusions and recommendations of the 37th Session of the Trusteeship Council which arose from the Council's examination of the Annual Report of the Trust Territory of New Guinea for 1968-69 have been noted and considered by the Administering Authority. The following comments relate to each section of those conclusions and recommendations.

### I. GENERAL

*The Council is encouraged that the House of Assembly is continuing to take an active interest in the problem of developing a sense of nationhood and that it has approved the creation of a Select Committee on Constitutional Development, one of whose tasks is to study the adoption of a common name, flag and national anthem for Papua and New Guinea.*

The Select Committee on Constitutional Development appointed by the House of Assembly has not yet completed its deliberations. The Committee has travelled widely throughout the Territory of Papua and New Guinea to ascertain from the people and

organisations their views on the Committee's terms of reference. In addition it has travelled to other countries in Africa and the Pacific to examine their forms of government.

## II. POLITICAL ADVANCEMENT DEVELOPMENT OF REPRESENTATIVE, EXECUTIVE AND LEGISLATIVE ORGANS AND THE EXTENSION OF THEIR POWERS

### CENTRAL GOVERNMENT ORGANS

*The Council is pleased to note that a Select Committee on Constitutional Development has been established by the House of Assembly, and that it is studying various alternative forms of constitutional government and their possible suitability for the Territory, and will be making its recommendations to the House of Assembly.*

*The Council looks forward to the presentation of the Select Committee's report.*

*The Council notes the Statement of the Administering Authority that indigenous participation in all institutions of government has been broadened and hopes that the Administering Authority will continue its efforts in this area.*

*The Council, recalling the views expressed at its Thirty-sixth Session, notes the increased responsibilities given to Ministerial Members, and that Ministerial Members are now fully responsible to the Administrator's Executive Council for the day-to-day running of their departments and that within the framework of broader government policy, they now make decisions regarding policy.*

*The Council is also pleased by the increasingly important role being played by the Administrator's Executive Council in that it is consulted on all significant issues.*

*The Council hopes the Administering Authority will continue this policy of expanding both the responsibilities and the decision-making role of the Administrator's Executive Council.*



*The Trusteeship Council, recalling the views expressed at its Thirty-sixth Session, notes the formation of an estimates committee within the Administrator's Executive Council whose function is to examine and recommend on budget estimates, to provide a link with the House of Assembly on budget formulation through negotiation and discussion with the existing house budget committee, and to conduct negotiations and discussions with the Australian Minister responsible.*

*The Council notes that the Commission of Enquiry which examined and made recommendations concerning the electoral system of Papua and New Guinea has completed its report and that this report is at present being considered by the House of Assembly.*

At the end of the year plans were well advanced which enabled the Prime Minister of Australia to announce, during a visit to the Territory of Papua and New Guinea early in July 1970, a further devolution of power to elected Members of the House of Assembly. The Prime Minister's announcement is to be followed by the execution of instruments to bring the new powers into effect.

The instruments are to be by way of instructions by the Governor-General to the Administrator of the Territory under section 15 of the Papua and New Guinea Act; of a determination under section 24 of the same Act by the Minister of State for External Territories setting out the designation of the offices and the matters in respect of which the ministerial office holders are to perform their functions; and arrangements approved by the same Minister under section 25 of the same Act detailing the extent to and manner in which ministerial office holders are to assist in the administration of the Government of the Territory.

The new approved arrangements are to specify the matters over which responsible Ministerial or Assistant Ministerial Members will exercise full authority.

The instructions to the Administrator are to provide that, in those areas where ministerial office holders have full authority, the Administrator is to act in accordance with the advice tendered to him by the Administrator's Executive Council or a ministerial office holder. Where the advice is tendered by a ministerial office holder the Administrator can accept this advice or ask that the matter be referred to the Administrator's Executive Council for consideration.

Lists of matters in which ministerial office holders will have final authority will be referred to the Administrator's Executive Council for endorsement.

## POLITICAL EDUCATION

*The Council commends the action of the Administering Authority in devoting greater resources to political education and is encouraged by the programme of foreign study by elected representatives and officials of the Territory which the Administering Authority has promoted in the past year.*

*The Council notes with particular interest the programme, both within the Territory and in foreign countries, of the House of Assembly's Select Committee on Constitutional Development to further both its own and the people's understanding of problems encountered in moving towards self-determination.*

*The Council renews its hope that all aspects of the political education programme will be expanded and that it will have beneficial effects in promoting popular understanding of democratic political processes and developing a sense of national unity.*

*The Council also notes that while the Administering Authority considers that major changes in constitutional arrangements for self-government should await presentation to the House of Assembly of the report of the Select Committee on Constitutional Development, further constitutional changes to be put into effect later this year are now under examination.*

Political education is promoted through the encouragement of local government; the appointment of indigenous people to Boards, Committees and Councils; co-operatives and trade union movements; and the active promotion of local participation in non-governmental associations.

Intensive campaigns include special patrols to remote areas and radio broadcasts to inform people of the purposes and method of deciding the composition of the House of Assembly.

Political education is included in various training courses, social studies in schools, and supported by the wide distribution of books and papers, as well as specially prepared leaflets and brochures.



Political education is also provided by the travel throughout the Territory of United Nations Visiting Missions; House of Assembly committees of enquiry; Select Committees on Constitutional Development; by political education tours for elected Local Government Councillors and Members of the House of Assembly; and the inclusion of indigenous people in Australian delegations to the United Nations, United Nations Specialised Agencies and the South Pacific Commission.

## DISTRICT AND TOWN ADVISORY COUNCILS

*The Trusteeship Council, recalling the recommendations of its Thirty-sixth Session concerning the development of Local Government in major urban areas, is pleased that the House of Assembly has agreed to the introduction of Urban Local Government Councils in the main towns, and that these Councils assume responsibility for the provision of municipal services within their areas.*

*The Council notes the statements of Mr Noga, the special advisor, which gave evidence that the Administering Authority has continued to strengthen the Local Government System.*

*The Trusteeship Council also hopes that Local Government Councils will be introduced as soon as possible into those other areas which do not have them, so that all the people of the Territory will benefit from the system of Local Government Councils.*

*The Council takes note of the Special Representative's Statement concerning the difficulties encountered in the extension of local government in the Gazelle Peninsula.*

*The Council continues to believe that, provided due caution is observed, this important step towards the development of local government should be taken.*

*The Council also favours the emphasis on meeting local expenditures with local revenues to the extent possible and on having grants from the Administering Authority matched by local funds and efforts.*

*The stress on self-help, in the view of the Council, will significantly enhance the value of the Local Government Councils and the development of self-reliance among the People of the Territory.*

It is proposed to introduce urban local government in urban areas early in 1971. Town Advisory Councils will be abolished as Urban Local Councils are established in towns where these Councils are at present operating.

At 30 June 1970, approximately 90 per cent of the estimated and enumerated population of the Trust Territory of New Guinea resided in local government areas. This represents some 1,511,123 people.

## PUBLIC SERVICE: TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

*The Council is pleased to note that in the field of Public Service the Administering Authority has made major efforts to meet the suggestions made by the Council at its Thirty-sixth Session.*

*The Council also notes that the single salary structure for indigenous and non-indigenous personnel will be extended to the police force in the immediate future and that Civil Service salaries have been associated with the general productivity levels of the Territory.*

*The Council notes the establishment of a special localisation section within the department of the Public Service Board and trusts that the work of this section will accelerate the localisation of the Public Service.*

*The Council, recalling the views expressed at its Thirty-sixth Session, notes the marked increase in the number of indigenous employees in the Second and Third Divisions and notes that the Public Service Board has commenced a system of cadetships to develop Local Officers with potential for senior positions.*

*The Council continues to believe that the already substantial effort to replace expatriate officers with properly trained local personnel must be increased and accelerated.*

*In this regard, the Council is encouraged by the emphasis being placed on education and training by the Administering Authority under its 5-year development plan and hopes that this effort will produce significant results in the localisation of the Public Service.*

*The Council believes that greater strides must be taken in the localisation of the Public Service to assure the success of recent and future constitutional reform.*



The Administering Authority notes that the Council believes that greater strides must be taken in the localisation of the Public Service. All possible measures are now being taken to expedite localisation subject only to the needs of efficiency and availability of qualified officers. This effort is producing significant results in the localisation of the Public Service and the Administering Authority is confident of continuing and rapid success.

The Administering Authority established in March 1970 a scheme, called the Commonwealth Practical Training Scheme for Papuans and New Guineans, under which indigenes can receive practical, on-the-job training in Australia wherever suitable training opportunities are not available in the Territory or when the training can be better provided in Australia.

The principal objective of training under the Scheme is to upgrade the basic skills of officers to enable them to advance more rapidly to positions of greater complexity and responsibility. The cost of the training under the Scheme is being met directly by the Administering Authority and does not form part of the Territory Budget. An amount of \$148,000 has been provided in 1970-71 to meet the cost of training approximately 75 indigenous students in Australia. It is expected that the average length of training in Australia will be 6 months. The Scheme will be extended shortly to include trainees from private employment.

Within the Territory the most recent development is the introduction of an intensive course in management methods which is being undertaken by 12 selected senior local officers. The course is to cover the theory and practice of public service management (in particular, personnel, financial and management services) and personnel development, including skills in public speaking and the chairmanship of meetings.

### III. ECONOMIC ADVANCEMENT

#### GENERAL

*The Trusteeship Council noted that the launching of the large Bougainville mining project had required adjustments to the Five-year Plan.*

*Statistics for the first year of the plan show that the results in 1968-69 were better than anticipated as regards exports of copra oil, coconuts, cocoa and especially tea; that they*

*fell short of the estimates for the sale of rubber and timber and plantings of tree crops, and that industrial production developed generally at the rate anticipated.*

*Imports, particularly capital equipment, were the most affected by the operations undertaken in connexion with the Panguna mining project.*

*The Council expresses the hope that the necessary adjustments will be made in the Five-year Plan, in order to restore its balance and to enable the population of the whole territory to derive the greatest advantage from capital investment in the Island of Bougainville.*

The development programme is being revised to take account of the impact of the Bougainville copper project. The impact of this project was not included in the programme as the decision to proceed with the venture was not taken until after the programme was announced. The Development programme is also being revised to take account of changes in market opportunities and problems which have emerged during the first 2 years of the programme.

#### INDIGENOUS PARTICIPATION

*The Council continues to believe that no effort should be spared to increase the participation of the indigenous population in the economic advancement of the Territory.*

*It takes note that while four-fifths of the individual loans granted by the development bank in 1968-1969 went to Papuans and New Guineans, four-fifths of the money loaned went to non-indigenous borrowers.*

*The Council expresses the hope that an increasing proportion of total loan funds will go to indigenous borrowers.*

*It has noted the explanations given by the Administering Authority concerning the small amount of the loans received by the local population both in absolute value (less than \$2,000 per contract) and in comparison with the value of borrowings by expatriates (approximately \$26,000).*

*The Council notes with satisfaction that the Administration intends to propose to the House of Assembly a Bill to establish an Investment Corporation, which, in cooperation with the Development Bank, would acquire equity in certain enterprises for future disposal to the people of the Territory under terms to be specified.*



*It observes in that connexion that half the shares of the Palm Oil Nucleus Estate belong to the Administering Authority, which intends to reassign them in future to the indigenous population, and that the major part of the estate is being worked by Papuan and New Guinean farmers holding long leases.*

*The Council hopes that in the same way the indigenous population for whom the Administration is holding in trust one-fifth of the capital of the Bougainville mine will gradually be associated as directly as possible in the ownership of the company.*

*It notes with satisfaction that the Administering Authority has encouraged the establishment of indigenous companies around the mining project.*

*The Council requests the Administering Authority to expand the activities of the Training and Business Management Division of the Department of Trade and Industry and progressively to increase the number of Business Advisory Officers, particularly at the Trade Promotion Centres.*

*The Council notes with interest that the indigenous people are applying for public loans and that Savings and Loan Associations are being established in the Territory.*

*It is gratified to note that the assistance of IDA and IBRD has been sought in order to increase the resources of the Natives Loan Board and hopes that negotiations towards that end will soon be completed.*

*Bearing in mind the importance of a cooperative movement involving 110,000 people, the Council hopes to learn at its next Session that the assistance sought from the United Nations Development Programme for purposes of expanding the Cooperative College has been obtained.*

*The Administering Authority wishes to advise the Council that for the period 1969-70 the number of indigenes borrowing from the Bank rose to 1,253 compared with 230 non-indigenes in the same period. The amounts borrowed by indigenes rose to about \$1,875,400 compared with about \$3,186,500 borrowed by non-indigenes.*

*Indigenous borrowing accounted for over 83 per cent of the numbers of borrowers and for over 35 per cent of the amount borrowed in the year ended 30 June 1970.*

*Regarding training and business management, current thinking is along the lines that*

*a small business administration with high level direction and ample resources should take charge of this area.*

*Advice has been received that assistance of \$468,000 is to be made available to the Cooperative Education Trust from UNDP funds. In addition the Administration is financing the construction of a College at an estimated \$300,000.*

*A UNIDO Consultant, Mr Nadkarni, recently commenced an investigation in the Territory for the purpose of advising the Administration on the ways and means of promoting further indigenous entrepreneurship. His report is awaited.*

## PUBLIC FINANCE

*The Trusteeship Council welcomes the increase in the budgetary grant from the Administering Authority, which reached \$87m in 1968-69.*

*It noted with interest the role played by the Estimates Committee, composed of Ministerial Members, and the Budget Committee of the House of Assembly in preparing the budget, and the rather complex procedures whereby the Ministerial Members, the Administrator's Executive Council and the Representative of the Administering Authority participated in the process of preparing the budget.*

*It recommends that, subject to the report of the Select Committee on Constitutional Development, the Administering Authority should improve the machinery for the progressive transfer of further financial responsibility to the elected representatives of the people.*

*The Administering Authority has improved the machinery for the progressive transfer of further financial responsibility to the elected representatives of the people.*

*These arrangements were announced by the Prime Minister of Australia early in July 1970.*

## AGRICULTURE

*The Council notes with satisfaction the increase in the production of marketable crops: an increase of 5 per cent for copra oil, 9 per cent for coffee, 14 per cent for cocoa and over 600 per cent for tea.*

*Noting the insufficient increase in surveyed land made available to farmers, the Council*



*recommends that special attention be given to this problem inasmuch as the local population is still essentially rural.*

*It has in mind particularly the farmers affected by the mining operation on the island of Bougainville.*

*The Council hopes that activities such as silk production will be developed in order to increase the diversification of the economy and that the production of pyrethrum and rubber, which declined during 1968-1969, will be stimulated in view of the return they provide to farmers.*

Export of palm oil from the New Britain project is expected to commence by the end of 1971.

The recommendation concerning farmers in the Bougainville mining area is noted by the Administration and will be kept in mind.

Dr Sarkar, a UNDP consultant is at present in the Territories studying the establishment of silk as a cottage industry based on the eri silkworm.

A complete review of the pyrethrum industry is at present under way to find new ways of stimulating production by indigenous farmers. New means of stimulating indigenous rubber production are also being examined.

## FISHERIES

*The Trusteeship Council notes with satisfaction that the number of indigenous persons qualified as fishery assistants and the number in training in public institutions and fishing companies has increased over the past year.*

*Regretting, however, that catches of a number of species of fish have either remained at the same level or declined, the Council expressed the hope that the survey undertaken with United Nations assistance on the potential for a local Tuna Fishing Industry will shortly yield results.*

An Australian-Japanese joint venture commenced a 12 months survey of skipjack tuna resources in New Guinea waters in March 1970. Results to date have indicated the existence of commercial quantities of skipjack in these waters. If the company decides to undertake permanent commercial operations in the Territory, it will be required to train and employ indigenous personnel, establish shore-based processing facilities and provide for future local equity participation in the company. Two additional joint ventures are

expected to commence surveys of skipjack resources in New Guinea waters in December 1970 and if these are successful they will provide further opportunities for indigenous participation.

## FORESTS

*The Trusteeship Council reiterates its recommendations concerning the exploitation of forests.*

*It welcomes the fact that consumption of locally processed products is increasing but recommends that efforts similar to those made in other fields should be continued to increase the participation of the indigenous population in the industrial marketing of timber by providing the necessary technical and commercial training.*

The Administration trains indigenous resource managers at the Forestry College, who will staff both governing and managing spheres now held by expatriates in forest inventories, logging and working plans. Industrial training is available through an apprenticeship system in a wide range of technical skills. In addition, industry is increasing its in-service training in timber marketing. Attention is being given to vocational training in a broad level of skills and this will be intensified.

## LAND TENURE

*The Trusteeship Council notes with satisfaction the measures taken to implement its previous Recommendations on the subject of land tenure: The appointment of an expert, whose report has been submitted to the House of Assembly; the visit to Kenya by a Technical Party of Officials; the preparation of legislation with the assistance of an expert; the drafting of an outline for new legislation.*

*The Council recommends, however, that, in keeping with the spirit of the Trusteeship Agreement, the legislation should be applied with caution to ensure that the conversion of customary rights in order to stimulate production does not lead either to usurpation of group-owned rights by individuals or to a proliferation of ill-considered transactions.*

*In particular, it urges that the new legislation be applied in carefully chosen areas, whose inhabitants would be made aware of its consequences and taught to take advantage of its provisions for the benefit of the economy as a whole.*



*The Trusteeship Council notes that, notwithstanding the precautions taken, some of the inhabitants had grave reservations about the establishment on Bougainville Island of a large mining operation and that serious incidents occurred on two occasions.*

*It notes the assurances given by the Administering Authority about the satisfactory outcome of the negotiations with the inhabitants concerned, but recommends that the Administering Authority should continue to deal most carefully with any land claims from the inhabitants of Bougainville.*

*The Trusteeship Council also invites the Administering Authority to expedite the final settlement of land disputes which have contributed to disorders in the Gazelle Peninsula and elsewhere.*

*The Administering Authority has proceeded with a review of land policy. Legislation to give effect to new proposals for tenure conversion and land registration derived from a report from a recognised world expert Mr S. R. Simpson and the report of a technical party of officials who visited Kenya is scheduled for introduction into the March 1971 meeting of the House of Assembly.*

*The new proposals are based on the Kenya model which is adapted to Territory circumstances and takes into account the customs, wishes and interests of the local people.*

*The Administering Authority notes the Trusteeship Council's recommendation relating to land claims on Bougainville in the Gazelle and will follow its usual policies of dealing most carefully with land matters. The land negotiations in Bougainville are being concluded on a basis which is satisfactory to both the landowners and the Administration.*

## INDUSTRIES

*The Trusteeship Council welcomes the progress in implementing the project to exploit the Bougainville Copper deposits which will place New Guinea among the world's leading copper producers.*

*It notes with satisfaction that the agreement with the mining company was debated and then approved unanimously by the House of Assembly, that special officials were sent to the area to make sure that the local population agreed to the project, that the Territory has a substantial interest in the equity of the company and that the Administering Authority has helped indigenous inhabitants who*

*want to take advantage of the projects multiplier effect and set up small businesses.*

*The Trusteeship Council is concerned, however, about the obvious unsettling effect on the local community of the establishment of such a large enterprise and invites the Administering Authority to do everything possible to ensure that the whole population benefits from the launching of the project, that there is no steep rise in the cost of living on the island and that a solution is found to any reconversion problems which may arise when certain stages of the operation have been completed.*

*The Trusteeship Council notes with interest the effects, now becoming evident, of changes which have been introduced in the Industrial Development Ordinance which grants tax exemptions to encourage pioneer industries.*

*The granting of loans by the Development Bank to enterprises that cannot obtain assistance from commercial banks has also contributed to industrial development.*

*The Council welcomes the fact that the value of manufactures rose by 9.5 per cent during the past year.*

*The Trusteeship Council recommends that the Administering Authority should strengthen the specialised services which give advice to local enterprises, in order to increase the proportion of manufactured goods produced by locally owned companies.*

*The strengthening of specialist services to advise local enterprises is supported by Government Policy but resources by way of funds and staff are at present insufficient to make much impact. Efforts are being made to have this situation improved.*

*A new Department of Business Services has been established to give special attention to this question.*

## TRANSPORT AND COMMUNICATIONS

*The Trusteeship Council confirms its desire to be informed of the recommendations of the United Nations experts on the development of transport facilities and of the conclusions drawn therefrom by the Administering Authority.*

*The Trusteeship Council notes with interest that improvement of the road system is continuing and that there was a considerable increase in the funds used for equipping and maintaining airfields in 1968-69.*



On 11 March 1970 the Assistant Ministerial Member for Transport submitted a 'Report on Proposed Major Transport Investments' to the House of Assembly which later approved the Report and also a proposed plan of investment on transport for the ensuing 5 years.

Since these proposals were accepted by the House of Assembly the Administering Authority has

- (i) negotiated a loan of \$US9m with the International Bank for Reconstruction and Development to finance certain proposals;
- (ii) called tenders for the construction of the Highlands Highway and the Southern Highlands Highway;
- (iii) completed port studies for the ports of Kieta and Alotau for which consultants reports are now awaited; and
- (iv) received the final report from consultants on the Development Plan for the port of Port Moresby.

Plans for the long term development of Port Moresby and Lae along the lines recommended are included in the Papua and New Guinea Harbours Board 5 year programme for the Territories major ports.

It is proposed to brief consultants to investigate the engineering of the road between Madang and Kundiawa in the near future and hydrographic survey in the Pai-a Inlet area is tentatively scheduled for 1971. Other feasibility studies and investigations will be undertaken in the near future on the Port of Madang and other Highway projects throughout the Territory.

A continuing programme of studies and data collection related to all aspects of transportation is being carried out by the Administration both from its own resources and also under a joint programme of studies with the University of Papua and New Guinea. These studies are expected to provide the basis on which to plan future transport investment and update present transport planning.

Numerous recommendations contained in the United Nations Development Programme report are still under investigation by the Administering Authority and the Administration and it is expected that these will continue to be resolved and acted upon for some considerable time to come.

## IV. SOCIAL ADVANCEMENT

### LABOUR

*The Trusteeship Council notes with interest the increase in the number of indigenous people engaged in wage employment and the parallel increase in trade union membership, which included slightly less than one quarter of the salaried earners in 1969.*

*The Trusteeship Council is anxious to ascertain whether the annual increase in the number of people in wage employment is really helping to improve living standards and wishes to be informed of the Conclusions of the Board of Inquiry on the level, composition and regional variations on the rural minimum wage.*

*It expresses concern about the large number of urban wage earners who appear to be paid less than \$6.50 a week and would welcome a fuller explanation.*

*The Trusteeship Council recommends that the Administering Authority continue to pay special attention to the training of skilled workers in the Bougainville area, so that the indigenous inhabitants working in the copper project are not limited to unskilled jobs.*

The United Nations was informed in the 1968-1969 Annual Report that there were steady increases in the numbers of indigenous people engaged in wage employment.

The report of the Board of Inquiry appointed to investigate and report upon the level and component of the rural minimum wage and related matters, will, in due course be presented.

An explanation for the numbers recorded as receiving less than \$6.50 per week in the table 'Workforce by Wage Group' at 30 June 1968, lies in the following areas:

(i) At 30 June 1968 Urban Cash Wage Awards freely negotiated between the Employers Federation of Papua and New Guinea, and the individual employee organisations concerned prescribed a minimum cash wage of \$6.00 per week for workers in Bulolo, Goroka, Kavieng, Madang and Mt Hagen.

(ii) In Lae, Rabaul, Wewak and Lorengau, freely negotiated agreements registered as awards prescribed a minimum wage of \$6.00 for unskilled workers under the age of 19 years.



(iii) At 30 June 1968, employers, other than members of the Employers Federation, who were party to the negotiated agreements, in Madang, Mt Hagen, Wewak and Lorengau, were not required to pay the minimum cash wage prescribed under the existing Urban Awards. In the case of Madang, employers were bound by a previous award to pay a minimum wage of \$5.50 per week. No such agreement was in force in respect of Mt Hagen, Wewak or Lorengau where the minimum weekly wages payable in accordance with the provisions of the *Native Employment Ordinance*, 1958-1967 are \$3.73, \$3.84 and \$3.71 respectively.

(iv) The recorded weekly wage rates do not include a component for accommodation provided in some cases by an employer. The value of the component may be considered to average 58c per week.

(v) It is considered that the modal value of the distribution of the numbers recorded as receiving a wage of between \$5.51 and \$6.50 per week would be located towards the value of the upper limit of the intervals utilised.

There is a low incidence of underpayment of wages in Papua and New Guinea. The limited instances which have been found were the result of genuine misunderstanding by both employer and employee concerning the application of recently negotiated urban awards.

(vi) No distinction is made in the statistics between workers who are employed on a full-time basis and those who are employed part-time only. An unknown number of part-time workers is therefore included in the tabulations of wages shown in published statistics.

Continuing attention will be paid to the training of workers in the Bougainville area. Bougainville Copper Pty Ltd, intent on pursuing an extensive programme in this regard, has created and staffed a training section within its organisation and willingly co-operates with the Department of Labour in this regard.

## PUBLIC HEALTH

*The Trusteeship Council, noting with satisfaction that the Administering Authority provides health protection for almost all the population, recommends continued efforts to*

*achieve a quantitative and qualitative improvement in the care provided.*

*In that connection, it notes with interest that work has begun on the construction of a hospital costing \$4m on Bougainville.*

*The Council recommends that the Administrative Authority intensify its efforts in the field of preventive medicines, particularly against pneumonia which causes many deaths in the Highlands.*

*It welcomes the establishment of an epidemiology division in the Department of Public Health.*

Within the constraints imposed by available finance and manpower the Department of Public Health will continue efforts to improve the health of the people of Papua and New Guinea. In particular, community health measures are being strengthened.

Proposals are being studied for an investigation into epidemiological and bacteriological factors relating to pneumonia. Surveillance procedures for giving early warning of any influenza epidemics which could lead to deaths through pneumonia have been introduced and mobile teams are available to assist at short notice.

The Department of Public Health is currently looking for a well qualified medical epidemiologist to lead the epidemiology division.

## HOUSING

*The Trusteeship Council notes with interest that the Housing Commissioner has taken up his duties.*

*It recommends that the Administering Authority should instruct the Housing Commission to concentrate on providing assistance to the inhabitants of squatter settlements.*

*The Trusteeship Council notes, that, in order to offset the decrease in the amount of housing completed during the period June 1968 to March 1969, the rate of housing-starts which improved during the same period, must be accelerated.*

The Administering Authority takes note of the comments of the Trusteeship Council concerning the problem of providing assistance to the inhabitants of squatter settlements.

The low output of houses mentioned by the Council is governed entirely by the availability of land. Because of the shortage of land at the time the estimates were made it was not possible to increase the Commission's estimates of houses completed.



There are continual discussions proceeding between the Housing Commission and the Administration in respect of squatter settlements.

### PENAL PRACTICES

*Noting that the existing legislation concerning corporal punishment has not been applied in practice for many years, the Trusteeship Council recommends that the Administering Authority invite the House of Assembly to repeal this legislation.*

The Administering Authority has submitted to the Administrator's Executive Council a proposal that the Criminal Code of the Territory be revised with a view to the introduction into the House of Assembly of legislation repealing the provisions authorising corporal punishment.

## V. EDUCATIONAL ADVANCEMENT

*The Trusteeship Council notes the continued efforts of the Administration to improve the quantity and quality of education in the Territory.*

*In this connection it welcomes the gradual increase in the number of teachers and pupils in the Administration schools and the similar trend in mission schools which in 1966 showed a substantial statistical decrease in both categories when sub-standard institutions and teachers were omitted from statistical returns.*

*The number of teachers and students rose in 1969 by about 340 and 7,000 respectively.*

*It regrets, however, that over one half of the school-age population does not yet receive any schooling.*

*The Council notes that the recommendations made at its last Session led the Administering Authority to draft legislation establishing a Territory Education Board and a Territory Teaching Service to co-ordinate public and private education and provide a single education system.*

*It notes that the effort to make better use of teaching facilities has already resulted in a more rational use of the private schools in the development of the Territory's Educational System.*

*The Council, recalling its Recommendation at its Thirty-sixth Session, invites the Administering Authority to pursue its plan to merge the 'A' and 'T' schools, making any necessary adjustments in the curriculum.*

*The Council notes with interest that the establishment of Sogeri Senior High School has filled the gap between graduation from high school and the beginning of a higher education.*

*It notes that the number of students at the University of Papua and New Guinea is increasing rapidly and that the University is to award its first diplomas, although only six Papuan and New Guinean students are attending Australian universities.*

*It also notes that the first qualified surveyors have graduated from the Institute of Higher Technical Education and that the first secondary school teachers to graduate from Goroka Teachers' College are available for service in the Department of Education.*

*The Trusteeship Council draws the attention of the Administering Authority to the need to train many more teachers, to increase school enrolment and to raise the number of technical schools and colleges, so that those children with technical orientation can be accepted upon completion of their primary studies.*

*In relation to the merging of 'A' and 'T' schools, new schools are being developed as dual stream schools where practicable, i.e. with both 'A' and 'T' streams.*

*The Administering Authority believes that it may be necessary to expand technical education at the apprentice and intermediate levels. The matter is to be examined in the light of the recommendations of the ILO expert who is currently carrying out a manpower survey.*

*The Administering Authority is also exploring (on a non-commitment basis) with the IBRD the possibility of obtaining an IBRD or IDA loan to finance an expanded technical education programme.*

## VI. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND FINAL TIME-LIMIT FOR THE ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE

*The Council notes with satisfaction the successful operation to date of a system of Ministerial Members and the recent changes arising from discussions between the Administering Authority and the House of Assembly Select Committee on Constitutional Development.*



*The Council also notes that the Select Committee has undertaken a study of further steps that might be taken in the evolution towards self-determination.*

*Nevertheless, mindful of its mandate under the charter and of the provisions of the Trusteeship Agreement and bearing in mind the provisions of relevant General Assembly Resolutions, including the Declaration on the Granting of Independence to Colonial Countries and Peoples (Resolution 1514 (XV) of 14 December 1960 and Resolution 1541 (XV) of 15 December 1960), the Council seeks to ensure that the people are brought to self-determination as swiftly as feasible.*

*In this connexion, the Council welcomes the recent declaration by the Administering Authority which, while reiterating its belief that an arbitrary date should not be set for independence, also expressed anew its commitment to self-government and eventual independence and its belief in constant advancement towards self-government.*

*The Council notes with satisfaction that in pursuance of this belief, and after discussion with the House of Assembly Select Committee on Constitutional Development, the Administering Authority has taken steps to increase the powers of the Ministerial Members and the Administrator's Executive Council.*

## SELECT COMMITTEE ON CONSTITUTIONAL DEVELOPMENT

In June 1969 the House of Assembly established a Select Committee to consider ways and means of ascertaining draft constitutional proposals to serve as a guide for future constitutional development. (Select Committees on Constitutional Development were established previously by the Legislative Council in 1963 and the first House of Assembly, 1964-1968.)

The Committee visited Australia in February 1970 for discussions with Australian political leaders. The Committee divided into 2 groups and toured the Territory from 13 April to 27 May 1970. One hundred and forty-three meetings were held and numerous submissions were received.

The Chairman of the Committee (Mr Paulus Arek) reported to the House of Assembly on 11 June 1970 that the Committee does not intend to make any recommendations involving constitutional change until a

full assessment is made of submissions received and until the Committee had evaluated findings made on an overseas tour then being planned and a further tour of the Territory.

It was planned that the Committee would divide into 2 groups one of which would visit Pacific countries and the other Afro-Asian countries shortly after the end of the reporting period.

## CONSTITUTIONAL DEVELOPMENT

By the end of the reporting period preparations were well advanced for a further and considerable devolution of powers to elected Members of the Papua and New Guinea House of Assembly.

No amendment of the Papua and New Guinea Act is necessary to implement these. The changes are to be brought into effect by Governor-General's Instructions to the Administrator, a Determination under Section 24 of the Papua and New Guinea Act, and Approved Arrangements under Section 25 of the Act.

The essential elements of the changes planned are:

- In respect of specified matters Ministerial office holders are responsible to the Administrator's Executive Council.
- In respect of specified matters the Administrator's Executive Council will be in the same relationship to Ministerial and Assistant Ministerial Members as is the Cabinet to Commonwealth Ministers. The Administrator's Executive Council will have some additional responsibilities; one of their number will be spokesman for the Council in the House of Assembly.
- At present a number of broad policies in economic and social matters are set down in the Development Programme which has been endorsed by the Australian Government and the House of Assembly. Decisions will be taken within that agreed policy framework. They will also be taken within agreed financial provisions set down in the annual Territory Budget. The draft Budget will be the subject of discussion between the Estimates Committee of the Administrator's Executive Council and the Minister for External Territories.
- In accordance with the normal situation in government, those who are responsible in Papua and New Guinea for final decisions under these new arrangements will also carry the responsibility for meeting



the financial implications. In these matters the Australian Government will not be concerned with individual items of expenditure. These will be a purely local responsibility. In the budget discussions between the Government and the Administrator's Executive Council, however, the total of the estimated expenditure in respect of the specified matters will need to enter into the discussion as an element in the total budget. Additional expenditures on particular specified matters arising in the course of the financial year could be met by transfers from other heads of expenditure within this broad category. Any addition to the total would in general be financed out of increased Territory revenue or loans.

- The present arrangements approved by the Minister for External Territories under section 25 (1) of the Papua and New Guinea Act provide that subject to the overall responsibility of the Minister for External Territories (acting through the Administrator) Ministerial Members are responsible to the Administrator's Execu-

tive Council for the day-to-day running of their Departments excepting public service aspects. Ministerial Members will retain this overall responsibility and Assistant Ministerial Members who have not hitherto had similar responsibilities will assume the same kind of day-to-day responsibility with regard to the parts or divisions of departments assigned to them. The new power of Ministerial office holders to make final decisions on specified subjects is additional to their day-to-day responsibility for the running of their respective Departments or parts of Departments.

- Also in areas of full authority the Administrator is to be advised by the Administrator's Executive Council or the appropriate Ministerial office holder. The Administrator is bound to accept the advice of the Administrator's Executive Council. Advice from a Ministerial office holder may be accepted by the Administrator or he may refer the matter to the A.E.C. He is then bound to accept the advice of the A.E.C.



## PART XI. SUMMARY AND CONCLUSIONS

In 1969-70 regional and international consciousness continued to grow and the highly successful 3rd South Pacific Games held in Port Moresby in September 1969 provided one opportunity in this direction. Territory representatives again attended many international seminars and two indigenous advisers attended the U.N. Trusteeship Council and General Assembly Sessions.

During the year internal revenue increased 39 per cent over the previous year to reach \$40,169,855 and the Commonwealth Grant to New Guinea rose by 11 per cent to \$71,419,907. Expenditure rose 39 per cent to \$135,822,221 and total TPNG loan raisings in 1969-70 amounted to \$6,743,810.

Provisional estimates show that T.P.N.G. trade increased from \$225,699,000 in 1968-69 to \$307,907,000 in 1969-70—imports rose by 42 per cent from \$150,455,000 in 1968-69 to \$214,161,000 in 1969-70 and exports of goods and services by 25 per cent from \$75,244,000 to \$93,746,000.

The monetary sector of the economy grew rapidly during the year, the gross domestic product increasing by about 24 per cent. Income from cash cropping rose 20 per cent and wages paid to Papuan and New Guineans increased by 16 per cent. Manufacturing output expanded by 14 per cent largely to meet consumer needs in the domestic market. Considerable impetus arose from 150 per cent growth in gross private capital formation though a large part of this expenditure was associated directly and indirectly with the Bougainville copper project. Consumer prices in urban areas, after falling in 1968-69, rose by 1.4 per cent during the year.

Trading and Savings Bank deposits rose 10 per cent and 12 per cent respectively and the Development Bank was most active during 1969-70. More loans to Papuan and New Guineans (by number and amount) were approved than during the whole of the previous two years and lending to this sector increased substantially to account for 35 per cent of the total amount approved.

Large advances were made toward greater devolution of responsible power to the House of Assembly. The Administrator's Executive Council gained financial authority to accept larger contracts for services and supplies and the Australian Government undertook to consult it on all significant policy issues including Budget planning.

Localisation continued to increase both in private enterprise and the Public Service. A

new localisation section commenced in the Public Service Board in October 1969 and several training schemes for indigenous officers were introduced during the year, including the Commonwealth Practical Training Scheme.

There were overall salary increases and early in the period under review equal pay for indigenous female officers was introduced. Although general employment opportunities continued to expand, in some urban areas unskilled labour was in excess of demand and in other areas, demand for plantation labour was difficult to satisfy.

The Administration continued its review of land tenure policy; further land tenure surveys were carried out, and local officer housing expenditure increased by 58 per cent over the previous year to reach \$2,971,000.

Expenditure on public health increased from \$9,033,886 in 1968-69 to \$10,072,211 in 1969-70; facilities continued to improve and there was a major reorganisation in the Department of Public Health. Outbreaks in influenza and venereal disease were dealt with and investigations and intensive preventive measures continued. New food inspection facilities begun in 1970, provided a much needed service to the community.

Education services expenditure rose from \$11,255,000 in 1968-69 to \$13,829,016 in 1969-70. The Advisory Commission recommendations on the creation of Education Boards and a Territory Teaching Service were adopted. Primary education saw the further growth of dual curriculum schools and also growth in community interest and assistance. There was a 50 per cent budget increase in government subsidies to Parents and Citizens Associations. The 2-2 co-educational high school system and senior high schools already appear to be very successful. In technical education, trade and advisory panels were established and regular advisory and inspection visits instituted during the period under review.

Indigenous teacher recruitment continued and in-service training was increased. This year saw the last of the one-year primary teacher training course in favour of a more comprehensive two-year course.

The first graduates from University of Papua and New Guinea received their degrees during the year and a committee of inquiry into the need for rationalisation and co-ordination of post secondary and tertiary facilities for the most effective use of resources was instituted.



# STATISTICAL APPENDICES

## STATISTICAL ORGANISATION

The *Statistics Ordinance* 1950 provides for the appointment of a statistician and for the collection and compilation of statistics of the Territory as directed by the Administrator. A Bureau of Statistics is included in the organisation of the Department of the Administrator and under the direction of the Statistician is responsible, generally, for statistics and statistical co-ordination. Statistics are compiled separately for the Territories of Papua and New Guinea where relevant and available and are included in the following appendices.

The notification of births, deaths and marriages of members of both the indigenous and non-indigenous population is provided for under the *Civil Registration Ordinance* 1963.

A continuing census of the indigenous people in areas under Administration control is undertaken by the Department of District Administration. Officers of that Department visit individual villages and record vital statistics on a family group basis, including details of age, sex, relationships, births and deaths, migration and absentees from villages. This information is entered in village books, which are retained in the village, and is revised periodically during census patrols. It is also entered in a village population register which is maintained at each district headquarters. Figures for the enumerated and estimated population at 30 June 1968 are given in Appendix I of this Report.

The *Census Ordinance* 1947 are provided for the taking of a census of the non-indigenous population of the Territory by the Commonwealth Statistician in conjunction with the census of the Commonwealth of Australia. Censuses were taken under this ordinance at 30 June 1947, 1954 and 1961.

The *Census (Papua and New Guinea) Ordinance* 1966 provided for the taking of censuses of both indigenous and non-indigenous populations and the first census under this ordinance was carried out in June–July 1966. Some preliminary population data is included in Appendix 1.

Provision is made in the *Local Government Ordinance* 1963–1967 for local government councils to undertake the collection of census and other statistics. The collection of statistical data to supply administrative requirements in fields such as education, forestry, health, labour, mining and trade, is authorised under various ordinances, and collected by the relevant departments.

Statistical publications issued during the year comprised bulletins dealing with Oversea Trade (annual and monthly), Oversea Migration (annual, monthly and quarterly), New Motor Vehicle Registrations (monthly), Motor Vehicles on Register (annual), Production—Primary Industries (annual), Production—Secondary Industries (annual), Quarterly Summary of Statistics, Imports cleared for Home Consumption (annual), Transport and Communications (annual), Finance-Taxation (annual), Private Overseas Investment (annual), Capital Expenditure by Private Businesses (annual), Retail Price Index (quarterly), Industrial Accidents (annual), Road Traffic Accidents (annual), Building Statistics (quarterly), Monthly Abstract of Statistics, Statistics from Religious Organisations (annual), Population Census Preliminary Bulletins Nos 20–38 and a bulletin giving preliminary results of the Census of Employers carried out in July 1967.

Figures are rounded to the last significant figure shown. Due to rounding, components in a table may not add exactly to the total indicated.

Figures which are not available are indicated by the letters n.a.

## CONVERSION TABLE

Relationship between English units with their metric equivalents:

### LENGTH:

	1 inch	=	2.5400 centimetres
12 inches	= 1 foot	=	.3048 metres
3 feet	= 1 yard	=	.9144 metres
1,760 yards	= 1 mile	=	1.6093 kilometres

### AREA:

	1 square foot	=	.0929 square metres
9 square feet	= 1 square yard	=	.8361 square metres
4,840 square yards	= 1 acre	=	.4047 hectares
640 acres	= 1 square mile	=	2.5900 square kilometres

### VOLUME:

	1 cubic foot	=	.0283 cubic metres
1 square foot by 1 inch thick	=	1 super foot (timber)	

### CAPACITY:

	1 pint	=	.5682 litres
8 pints	= 1 imperial gallon	=	4.5460 litres

### WEIGHT:

	1 ounce troy (oz)	=	31.1035 grammes
	1 ounce avoirdupois (oz)	=	28.3595 grammes
16 oz avoirdupois	= 1 pound (lb)	=	.4536 kilogrammes
100 lb	= 1 cental	=	45.3592 kilogrammes
112 lb	= 1 hundredweight (cwt)	=	50.8023 kilogrammes
2,000 lb	= 1 short ton	=	.9072 tonnes
20 cwt	= 1 ton (long ton)	=	1.0161 tonnes



# STATISTICAL SUMMARY

## APPENDIX I. POPULATION

	1965-66	1966-67	1967-68	1968-69	1969-70
Indigenous Population—					
Enumerated .. .. .	1,591,329	1,625,746	1,671,943	1,692,095	1,763,429
Estimated .. .. .	9,485	10,156	5,331	10,184	9,315
Total .. .. . (Table 1)	1,600,814	1,635,902	1,677,274	1,702,280	1,772,744
Estimated non-indigenous population .. (Table 2)	(a) 20,292	n.a.	n.a.	n.a.	n.a.

(a) Revised census figure.

## APPENDIX II. ADMINISTRATIVE STRUCTURE OF GOVERNMENT

	1965-66	1966-67	1967-68	1968-69	1969-70
Total Staff under Public Service Ordinance in Papua and New Guinea .. .. . (Table 3)	15,600	16,947	18,465	19,994	21,725
Indigenous village officials and councillors .. (Table 7)	7,761	6,738	5,542	5,221	4,854
Local Government Councils—					
Number of councils .. .. .	78	86	90	90	93
Number of councillors .. .. .	2,394	2,590	2,749	2,711	2,810
Population in council areas .. .. . (Table 8)	1,079,419	1,256,900	1,355,013	1,446,558	1,511,123
	Square miles	Square miles	Square miles	Square miles	
Unrestricted areas .. .. .	92,033	(a)91,340	91,490	91,490	91,490
Restricted areas .. .. .	967	820	670	670	670

(a) This is an amended figure in accordance with the recalculation of January 1967.



### APPENDIX III. JUSTICE

	1965-66	1966-67	1967-68	1968-69	1969-70
Supreme Court—					
Number charged .. .. .	255	314	311	378	458
Number convicted .. .. .	187	194	195	286	313
Number discharged .. .. .	44	66	98	66	104
Number nolle prosequi entered .. .. .	24	54	18	26	41
(Table 1)					
District Courts—					
Charged .. .. .	8,013	4,056	14,233	9,829	10,799
Convicted .. .. .	6,831	3,364	12,399	8,689	9,544
Referred to Supreme Court .. .. .	153	..	..	..	..
(Table 2)					
Local Courts (a)—					
Persons tried .. .. .	15,399	10,754	19,031	23,508	22,029
Persons convicted .. .. .	14,134	9,938	18,293	22,360	20,236
(Table 3)					

(a) Courts for Native Affairs were replaced by Local Courts during 1965-66 when the *Local Courts Ordinance* 1963 came into operation.

### APPENDIX IV. PUBLIC FINANCE

	1965-66	1966-67	1967-68	1968-69	1969-70
	\$	\$	\$	\$	\$
Revenue from within the Territory .. .. .	18,458,762	22,730,075	26,381,815	(a)28,893,317	(a)40,169,855
Grant by the Government of the Commonwealth of Australia .. .. .	38,179,213	49,979,402	54,453,853	64,269,499	71,419,907
Total Expenditure .. .. .	60,309,259	76,762,308	86,424,014	98,015,532	135,822,221
Less amount chargeable to Loan Fund .. .. .	3,671,284	4,052,831	5,588,346	4,818,327	10,504,453
Expenditure from Revenue .. .. .	56,637,975	72,709,477	80,835,668	93,197,205	125,317,768
(Table 2)					

(a) From 1 July 1968 refunds of revenue have been deducted from gross collections by items.



# APPENDIX VII. COMMERCE AND TRADE

	1968-69	1969-70
Imports(a) .. .. .	\$150,455,000	\$214,161,000
Exports(a) .. .. .	\$75,244,000	\$93,746,000
Total trade .. .. . (Table 1)	\$225,699,000	\$307,907,000
Number of local companies .. .. .	1,725	2,043
Nominal capital of local companies .. .. .	\$310,934,992	\$336,458,092
Number of foreign companies .. .. .	363	469
Nominal capital of companies—		
Australia .. .. .	\$A1,314,958,252	\$A1,494,715,036
United States of America .. .. .	\$US462,902,750	\$US477,189,750
Sterling area excluding Hong Kong .. .. .	£Stg182,093,050	£Stg229,093,050
Hong Kong .. .. .	\$HK1,222,000	\$HK1,222,000
Canada .. .. .	\$Can9,489,627	\$Can9,489,627
Netherlands .. .. .	DF1 10,360,000	DF1 10,360,000
Fiji .. .. .	\$Fiji2,120,000	\$Fiji2,120,000
France .. .. .	F. Francs Nil	F. Francs45,120,000
New Zealand .. .. .	\$NZ Nil	\$NZ10,000
Japan .. .. .	Yen10,000,000	Yen10,000,000
Shares of no par value .. .. . (Table 10)	Nil	\$US20,000 shares

(a) From 1969-70 Appendix VII shows only combined New Guinea and Papua import and export statistics.

# APPENDIX VIII. AGRICULTURE

	1965-66	1966-67	1967-68	1968-69	1969-70
Land Tenure—					
Unalienated land (hectares) .. .. .	23,238,240	23,172,483	23,120,097	23,105,821	23,092,883
Land alienated (hectares) .. .. . (Table 1)	631,937	696,754	749,140	763,416	776,354
Land Leases—					
Number of leases .. .. .	7,402	8,339	9,522	12,079	13,632
Area of leases (hectares) .. .. . (Table 2)	165,100	172,055	(a) 178,568	193,768	205,849

(a) This figure includes an additional 'Town Sub-division' category in 1967-68 of 2 leases of total area 123 hectares.



## APPENDIX XI. FORESTS

	1965-66	1966-67	1967-68	1968-69	1969-70
	Hectares	Hectares	Hectares	Hectares	Hectares
Silviculture operations—					
Plantation area improved or regenerated ..	1,077	1,151	1,191	1,191	1,191
Area of plantation established .. .. . (Table 2)	5,695	6,197	7,042	8,145	9,334
Areas under exploitation .. .. . (Table 3)	243,836	295,622	373,789	422,134	710,605
	Super feet	Super feet	Super feet	Super feet	Super feet
Timber harvested .. .. . (Table 4)	109,819,999	110,424,686	151,348,253	136,646,000	174,403,000
Sawn timber produced .. .. . (Table 6)	27,101,535	21,403,976	30,145,844	33,244,000	32,955,000

## APPENDIX XII. MINERAL RESERVES

	1965-66	1966-67	1967-68	1968-69	1969-70
Mineral areas held—hectares .. .. . (Table 1)	4,286	5,022	2,922	3,586	8,772
Number of mines .. .. . (Table 2)	399	358	357	385	395
Number of workers in mining industry .. (Table 6)	3,915	4,018	4,453	5,056	6,123
Value of minerals produced .. \$ (Table 3)	945,251	912,646	854,189	835,919	825,337

## APPENDIX XIV. CO-OPERATIVES

	1964-65	1965-66	1966-67	1967-68	1968-69
Number of primary societies .. .. .	154	156	163	165	171
Total turnover .. .. . (Table 1)	2,487,576	3,405,686	3,326,436	3,769,539	4,544,397
Number of secondary societies .. .. .	7	7	7	7	7
Total turnover .. .. . (Table 2)	673,444	616,685	648,140	781,980	1,094,543



# APPENDIX XV. TRANSPORT AND COMMUNICATIONS

	1965-66	1966-67	1967-68	1968-69	1969-70
Number of postal articles handled .. .. (Table 2)	18,269,756	21,727,768	24,149,213	24,034,378	29,508,748
Number of telephone instruments connected ..	5,397	6,055	6,880	n.a.	n.a.
Number of subscribers .. .. (Table 3)	3,267	3,265	3,931	(d) 4,473	5,323
Number of telegraph stations .. ..	657	725	811	1,070	1,125
Number of telegraph messages handled .. (Table 5)	1,123,653	1,721,079	2,019,029	(c) 430,000	490,847
Number of aerodromes .. .. (Table 8)	230	249	(a) 377	(a) 377	406
Mileage of vehicular roads .. .. (Table 13)	6,427	5,286	5,215	5,216	5,335
Total number of vessels from overseas entered and cleared	425	508	747	n.a.	n.a.
Tonnage of overseas vessels entered and cleared	1,085,000	1,209,000	1,533,000	n.a.	n.a.
Tonnage of overseas cargo handled .. ..	559,207	568,402	645,224	766,099	1,134,035
Tonnage of inter-Territory cargo handled .. (Table 10)	32,357	35,439	37,794	34,781	46,073
Number of motor vehicle and motor-cycle registrations .. .. (Table 14)	(b) 9,442	(b) 10,727	(d)(b) 12,468	(d)(b) 15,309	(b) 18,333
Number of licences to drive motor vehicles and ride motor cycles .. .. (Table 15)	(d)(b) 16,608	(d)(b) 25,786	(b) 34,201	(b) 23,531	(b) 28,252

(a) Includes Territory of Papua.  
figures included multiple handlings.

(b) Figures are for calendar year.  
(d) Revised figure.

(c) Messages originating in the Territory—previous years'

# APPENDIX XVII. LABOUR

	1965-66	1966-67	1967-68	1968-69	1969-70
Number of indigenous employees .. ..	(a) 61,674	(a) 68,225	80,138	n.a.	n.a.
Number of Administration indigenous em- ployees .. ..	(a) 17,568	(a) 18,750	16,605	n.a.	n.a.
Number of indigenous agreement employees ..	(a) 17,063	(a) 16,540	16,628	n.a.	n.a.
Number of indigenous casual workers in private employment .. .. (Table 1)	(a) 27,884	(a) 32,708	47,164	n a.	n.a.
Number of indigenous females employed ..	(a) 1,555	(a) 1,703	n.a.	n.a	n a
Number of deaths due to occupational disease (Table 6)	Nil	Nil	Nil	Nil	Nil
Number of prosecutions for breaches of Native Employment Ordinance by employers .. (Table 7)	Nil	Nil	Nil	Nil	Nil
Number of prosecutions for breaches of Native Employment Ordinance by workers .. (Table 8)	Nil	Nil	Nil	Nil	Nil
Number of breaches of indigenous employees' agreements under Native Employment Ordin- ance .. .. (Table 10)	550	449	467	499	966

(a) Figures are for the year ended 31 March.



# APPENDIX XIX. PUBLIC HEALTH

	1965-66	1966-67	1967-68	1968-69	1969-70
Number of health services personnel(a) .. (Table 1)	4,497	4,620	4,758	5,225	7,404
Number of hospitals and clinics(b) .. (Table 2)	3,198	3,472	3,443	5,085	5,444
Number of in-patients treated in Administration hospitals .. .. .	84,721	92,045	92,316	92,313	n.a.
of which were fatal .. .. .	2,016	2,307	2,141	2,084	n.a.
(Table 9)					
Value of medical aid to missions .. \$	225,978	256,046	297,767	n.a.	n.a.
Total expenditure on health .. \$	7,626,243	8,971,733	10,017,126	n.a.	n.a.

(a) Excludes non-medical personnel before 1969-70. (b) From 1968-69 combined figures for both New Guinea and Papua are shown.

# APPENDIX XXI. PENAL ORGANISATION

	1965-66	1966-67	1967-68	1968-69	1969-70
Total number of persons committed to cor- rective institutions .. .. . (Table 1)	12,218	15,757	15,451	15,334	15,266

# APPENDIX XXII. EDUCATION

	1965-66	1966-67	1967-68	1968-69	1969-70
Number of Administration schools ..	348	355	358	385	392
Number of Administration teachers ..	1,552	1,667	1,842	2,054	2,144
Number of Administration pupils ..	49,840	53,175	56,298	60,325	63,173
Number of Non-Government schools ..	2,051	1,717	923	892	836
Number of Non-Government teachers ..	4,419	4,331	3,390	3,515	3,220
Number of Non-Government pupils .. Table 1)	131,701	129,222	100,721	103,473	104,483

# APPENDIX XXV. RELIGIOUS MISSIONS

	1965-66	1966-67	1967-68	1968-69	1969-70
Number of non-indigenous missionaries .. (Table 2)	2,354	2,236	2,419	2,377	n.a.
Expenditure on health .. .. \$	1,062,000	1,225,000	2,707,000	2,894,000	n.a.
Expenditure on education .. .. \$ (Table 4)	3,278,000	4,087,000	5,155,000	5,377,000	n.a.



# APPENDIX I

## POPULATION

### 1. ENUMERATED INDIGENOUS POPULATION AT 30 JUNE 1970(a)

District and sub-district	Children			Adults			Persons			Estimated persons	Total
	Male	Female	Total	Male	Female	Total	Male	Female	Total		
1. East Sepik—											
Wewak Urban ..	1,758	1,708	3,466	2,062	1,722	3,784	3,820	3,430	7,250	1,550	8,800
Wewak .. ..	8,343	7,752	16,095	10,778	9,046	19,824	19,121	16,798	35,919	550	36,469
Maprik .. ..	20,005	19,503	39,508	29,996	25,537	55,533	50,001	45,040	95,041	..	95,041
Angoram .. ..	8,235	7,485	15,720	10,351	8,675	19,026	18,586	16,160	34,746	350	35,096
Ambunti .. ..	6,236	5,749	11,985	7,929	7,258	15,187	14,165	13,007	27,172	630	27,802
Total ..	44,577	42,197	86,774	61,116	52,238	113,354	105,693	94,435	200,128	3,080	203,208
2. West Sepik—											
Aitape .. ..	3,539	3,320	6,859	4,588	3,789	8,377	8,127	7,109	15,236	..	15,236
Amanab .. ..	3,971	3,229	7,200	5,418	4,173	9,591	9,389	7,402	16,791	400	17,191
Vanimo .. ..	1,442	1,459	2,901	1,857	1,602	3,459	3,299	3,061	6,360	..	6,360
Telofomin ..	2,572	2,302	4,874	4,229	3,390	7,619	6,801	5,692	12,493	665	13,158
Lumi .. ..	9,544	9,115	18,659	15,279	12,044	27,323	24,823	21,159	45,982	..	45,982
Total ..	21,068	19,425	40,493	31,371	24,998	56,369	52,439	44,423	96,862	1,065	97,927
3. Western Highlands—											
Mount Hagen ..	28,413	26,248	54,661	44,024	38,341	82,365	72,437	64,589	137,026	..	137,026
Lake Kopiago ..	1,552	1,468	3,020	2,277	2,060	4,337	3,829	3,528	7,357	1,620	8,977
Minj .. ..	6,664	5,271	11,935	12,629	11,706	24,335	19,293	16,977	36,270	..	36,270
Wabag .. ..	17,944	17,053	34,997	27,902	23,875	51,777	45,846	40,928	86,774	..	86,774
Lagaip .. ..	14,544	13,468	28,012	17,428	16,262	33,690	31,972	29,730	61,702	550	62,252
Total ..	69,117	63,508	132,625	104,260	92,244	196,504	173,377	155,752	329,129	2,170	331,299
4. Eastern Highlands—											
Goroka .. ..	12,344	12,104	24,448	20,116	17,589	37,705	32,460	29,693	62,153	..	62,153
Lufa .. ..	6,301	6,025	12,326	8,706	8,007	16,713	15,007	14,032	29,039	..	29,039
Henganofi ..	7,326	7,058	14,384	10,445	9,590	20,035	17,771	16,648	34,419	..	34,419
Kainantu .. ..	11,784	11,783	23,567	14,113	13,789	27,902	25,897	25,572	51,469	..	51,469
Okapa .. ..	1,904	1,641	3,545	1,859	2,006	3,865	3,763	3,647	7,410	..	7,410
Wonenara ..	10,179	9,727	19,906	1,376	10,445	24,221	23,955	20,172	44,127	..	44,127
Total ..	49,838	48,338	98,176	60,015	61,426	130,441	118,853	109,764	228,617	..	228,617
5. Chimbu—											
Kundiawa ..	10,721	9,874	20,595	19,101	15,646	34,747	29,822	25,520	55,342	..	55,342
Chuave .. ..	4,983	5,095	10,078	11,287	9,759	21,046	16,270	14,854	31,124	..	31,124
Kerowagi ..	5,997	5,842	11,839	10,501	8,637	19,138	16,498	14,479	30,977	..	30,977
Gumine .. ..	7,331	6,959	14,290	13,957	11,232	25,189	21,288	18,191	39,479	..	39,479
Karimui .. ..	1,471	1,397	2,868	2,099	1,929	4,028	3,570	3,326	6,896	..	6,896
Gembogl .. ..	3,977	3,874	7,851	7,599	6,027	13,626	11,576	9,901	21,477	..	21,477
Total ..	34,480	33,041	67,521	64,544	53,230	117,774	99,024	86,271	185,295	..	185,295
6. Madang—											
Madang .. ..	15,347	14,017	29,364	19,026	15,318	34,344	34,373	29,335	63,708	..	63,708
Ramu .. ..	11,307	10,137	21,444	17,194	14,955	32,149	28,501	25,092	53,593	2,000	55,593
Bogia .. ..	8,428	7,969	16,397	12,454	9,972	22,426	20,882	17,941	38,823	..	38,823
Saidor .. ..	4,205	5,150	9,355	5,028	4,800	9,828	9,233	9,950	19,183	..	19,183
Total ..	39,287	37,273	76,560	53,702	45,045	98,747	92,989	82,318	175,307	2,000	177,307



## APPENDIX I—continued

## 1. ENUMERATED INDIGENOUS POPULATION AT 30 JUNE 1970(a)—continued

District and sub-district	Children			Adults			Persons			Estimated persons	Total
	Male	Female	Total	Male	Female	Total	Male	Female	Total		
7. Morobe—											
Lae .. ..	13,716	12,941	26,657	19,886	17,313	37,199	33,602	30,254	63,856	..	63,856
Menyamyia .. ..	9,029	8,154	17,183	10,339	9,770	20,109	19,368	17,924	37,292	1,000	38,292
Finschhafen .. ..	11,757	11,851	23,608	13,827	13,354	27,181	25,584	25,205	50,789	..	50,789
Kabwum .. ..	6,782	6,427	13,209	11,351	11,343	22,694	18,133	17,770	35,903	..	35,903
Wau .. ..	1,977	1,888	3,865	2,838	2,428	5,266	4,815	4,316	9,131	..	9,131
Mumeng .. ..	3,644	3,516	7,160	5,550	5,031	10,581	9,194	8,547	17,741	..	17,741
Kaipit .. ..	6,451	5,877	12,328	8,735	8,181	16,916	15,186	14,058	29,244	..	29,244
Total .. ..	53,356	50,654	104,010	72,526	67,420	139,946	125,882	118,074	243,956	1,000	244,956
8. West New Britain—											
Talasea .. ..	5,752	5,470	11,222	6,506	5,672	12,178	12,258	11,142	23,400	..	23,400
Hoskins .. ..	4,027	3,758	7,785	4,501	3,933	8,434	8,528	7,691	16,219	..	16,219
Kandrian .. ..	3,577	3,426	7,003	4,831	3,718	8,549	8,408	7,144	15,552	..	15,552
Total .. ..	13,356	12,654	26,010	15,838	13,323	29,161	29,194	25,977	55,171	..	55,171
9. East New Britain—											
Rabaul .. ..	16,337	15,302	31,639	15,631	12,951	28,582	31,968	28,253	60,221	..	60,221
Kokopo .. ..	4,684	4,153	8,837	4,527	3,825	8,352	9,211	7,978	17,189	..	17,189
Pomio .. ..	4,723	4,573	9,296	6,175	5,716	11,891	10,898	10,289	21,187	..	21,187
Total .. ..	25,744	24,028	49,772	26,333	22,492	48,825	52,077	46,520	98,597	..	98,597
10. Bougainville—											
Buka Passage .. ..	7,695	8,213	15,908	8,358	8,274	16,632	16,053	16,487	32,540	..	32,540
Kieta .. ..	4,751	4,470	9,221	5,441	4,830	10,271	10,192	9,300	19,492	..	19,492
Buin .. ..	8,018	5,517	11,535	6,544	5,682	12,226	14,562	11,199	25,761	..	25,761
Total .. ..	20,464	18,200	38,664	20,343	18,786	39,129	40,807	36,986	77,793	..	77,793
11. New Ireland—											
Kavieng .. ..	7,131	6,552	13,683	9,997	7,948	17,945	17,128	14,500	31,628	..	31,628
Namatanai .. ..	4,204	4,000	8,204	6,032	4,759	10,791	10,236	8,759	18,995	..	18,995
Total .. ..	11,335	10,552	21,887	16,029	12,707	28,736	27,364	23,259	50,623	..	50,623
12. Manus—											
Lorengau .. ..	5,090	5,281	10,371	6,036	5,544	11,580	11,126	10,825	21,951	..	21,951
Grand Total .. ..	387,712	365,151	752,863	541,113	469,453	1,010,566	928,825	834,604	1,763,429	9,315	1,772,744

(a) The enumerated populations shown in this Table are de jure estimates based on Village Registers. They therefore do not record movement between Districts or sub-districts. As registers are brought up to date at various times depending on patrol availability the figures do not apply to a specific date but result from an aggregation of registers at 30 June each year. In addition it was estimated that 2,285 people were in areas not yet under complete control.



2. NON-INDIGENOUS POPULATION AT CENSUS OF 30 JUNE 1966

At the June 1966 census the non-indigenous population was 11,746 males and 8,546 females, a total of 20,292 persons.

3. TERRITORY OF PAPUA AND NEW GUINEA: INDIGENOUS AND NON-INDIGENOUS POPULATION: OVERSEAS MIGRATION DURING YEAR ENDED 30 JUNE 1970

Nationality	Arrivals			Departures		
	Males	Females	Total	Males	Females	Total
British(a) .. .. .	40,243	23,773	64,016	37,457	22,851	60,308
Australian Protected Person .. ..	613	153	766	625	146	771
British Protected Person .. ..	312	145	457	335	115	450
Austrian .. .. .	83	12	95	65	15	80
Chinese .. .. .	127	45	172	129	33	162
Danish .. .. .	73	14	87	44	10	54
Dutch .. .. .	301	120	421	291	103	394
Filipino .. .. .	45	12	57	45	12	57
French .. .. .	573	184	757	549	195	744
German .. .. .	607	196	803	517	221	738
Greek .. .. .	24	13	37	17	6	23
Indonesian .. .. .	22	3	25	22	8	30
Italian .. .. .	200	58	258	154	59	213
Japanese .. .. .	929	124	1,053	904	112	1,016
Swiss .. .. .	114	43	157	103	47	150
United States American .. ..	2,290	1,569	3,859	2,148	1,450	3,598
Yugoslav .. .. .	106	3	109	55	3	58
Other .. .. .	665	166	831	507	129	636
Total .. .. .	47,327	26,633	73,960	43,967	25,515	69,482

(a) 'Irish' nationality is included with 'British' nationality for the purpose of this table.

4. NON-INDIGENOUS POPULATION: REGISTRATION OF BIRTHS, DEATHS AND MARRIAGES DURING YEAR ENDED 30 JUNE 1970

Sex	Live births	Deaths		Marriages
		Total	Infant deaths(a)	
Male .. .. .	389	69	12	..
Female .. .. .	374	23	5	..
Total .. .. .	763	92	17	169

(a) Deaths of children under one year of age.



5. POPULATION RESIDING IN MAJOR TOWNS AT CENSUS 30 JUNE 1966

Town	Indigenous			Non-indigenous			Persons		
	Males	Females	Total	Males	Females	Total	Males	Females	Total
	No.	No.	No.	No.	No.	No.	No.	No.	No.
Aitape .. ..	306	211	517	16	7	23	322	218	540
Angoram .. ..	1,005	758	1,763	40	19	59	1,045	777	1,822
Bogia .. ..	357	248	605	20	14	34	377	262	639
Bulolo .. ..	1,863	382	2,245	262	217	479	2,125	599	2,724
Goroka(a) .. ..	2,683	1,207	3,890	520	416	936	3,203	1,623	4,826
Kainantu .. ..	728	354	1,082	71	46	117	799	400	1,199
Kavieng .. ..	1,184	523	1,707	250	185	435	1,434	708	2,142
Kerowagi .. ..	293	190	483	13	10	23	306	200	506
Kieta .. ..	478	166	644	79	32	111	557	198	755
Kundiawa .. ..	847	613	1,460	68	60	128	915	673	1,588
Kokopo .. ..	345	83	428	57	52	109	402	135	537
Lae(b) .. ..	8,925	4,416	13,341	1,868	1,337	3,205	10,793	5,753	16,546
Laiagam .. ..	332	180	512	10	3	13	342	183	525
Lorengau(c) .. ..	1,363	737	2,100	192	154	346	1,555	891	2,446
Madang(a) .. ..	5,145	2,253	7,398	855	584	1,439	6,000	2,837	8,837
Maprik .. ..	426	321	747	21	14	35	447	335	782
Minj .. ..	432	180	612	30	23	53	462	203	665
Mount Hagen .. ..	1,931	833	2,764	319	232	551	2,250	1,065	3,315
Rabaul(a)(b) .. ..	5,344	1,581	6,925	2,018	1,618	3,636	7,362	3,199	10,561
Sohano .. ..	503	297	800	47	30	77	550	327	877
Vanimo .. ..	275	187	462	31	19	50	306	206	512
Vunapope .. ..	500	495	995	64	88	152	564	583	1,147
Wabag .. ..	333	180	513	25	21	46	358	201	559
Wau .. ..	587	300	887	102	83	185	689	383	1,072
Wewak(b) .. ..	4,888	3,079	7,967	696	282	978	5,584	3,361	8,945

(a) Population counts carried out in conjunction with the compilation of electoral rolls in Lae, Madang and Rabaul during February–April 1970 and the 1970 Goroka Census Pretest carried out in Goroka during June–July 1970 showed the population of these towns to be as follows:

Town	Indigenous			Non-Indigenous			Persons		
	Males	Females	Total	Males	Females	Total	Males	Females	Total
Goroka .. ..	3,970	2,441	6,411	812	659	1,471	4,782	3,100	7,882
Lae .. ..	12,661	7,003	19,664	2,555	2,120	4,675	15,216	9,123	24,339
Madang .. ..	5,906	3,684	9,590	879	682	1,561	6,785	4,366	11,151
Rabaul .. ..	9,758	6,836	16,594	1,928	1,785	3,713	11,686	8,621	20,307

NOTE: (i) A major town is a centre with a population of five hundred or more but excludes separately located schools, hospitals, missions, plantations, rural settlements and rural villages, regardless of population size.  
(ii) A large part of the increase in the population of Rabaul is due to a change in boundaries between 1966 and 1970. In all other cases the boundaries have remained the same.  
(b) Includes overseas shipping in harbour.  
(c) Includes Lombrum.



## APPENDIX II

### ADMINISTRATIVE STRUCTURE OF GOVERNMENT

#### 1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: DEPARTMENTAL STAFF BY MANPOWER CLASS AT 30 JUNE 1970

##### *Explanatory Notes*

The Manpower classes shown in the tables below are defined as follows:

*Manpower Class 'A'—Professional, managerial and related workers*

Professional workers and top level managerial, administrative and executive workers whose level of responsibility is regarded as giving them professional status.

*Manpower Class 'B'—Sub-Professional, higher technical and related workers*

Diplomas of post-secondary diploma course of at least two years duration, medium level managerial, administrative and executive workers.

*Manpower Class 'C'—Skilled workers*

Higher clerical and supervisory workers with higher secondary schooling (Form III and above), technicians, artisans and other workers having at least one year of formal training at Form III as above.

*Manpower Class 'D'—Lower-skilled workers*

Lower clerical workers, low-level technical workers with one year or less of formal training after secondary schooling (Form II or below)

*Manpower Class 'E'—Unskilled workers*

Workers in low-level positions requiring no formal training in exercise of particular skills such as labourers, messengers, cleaners, etc.

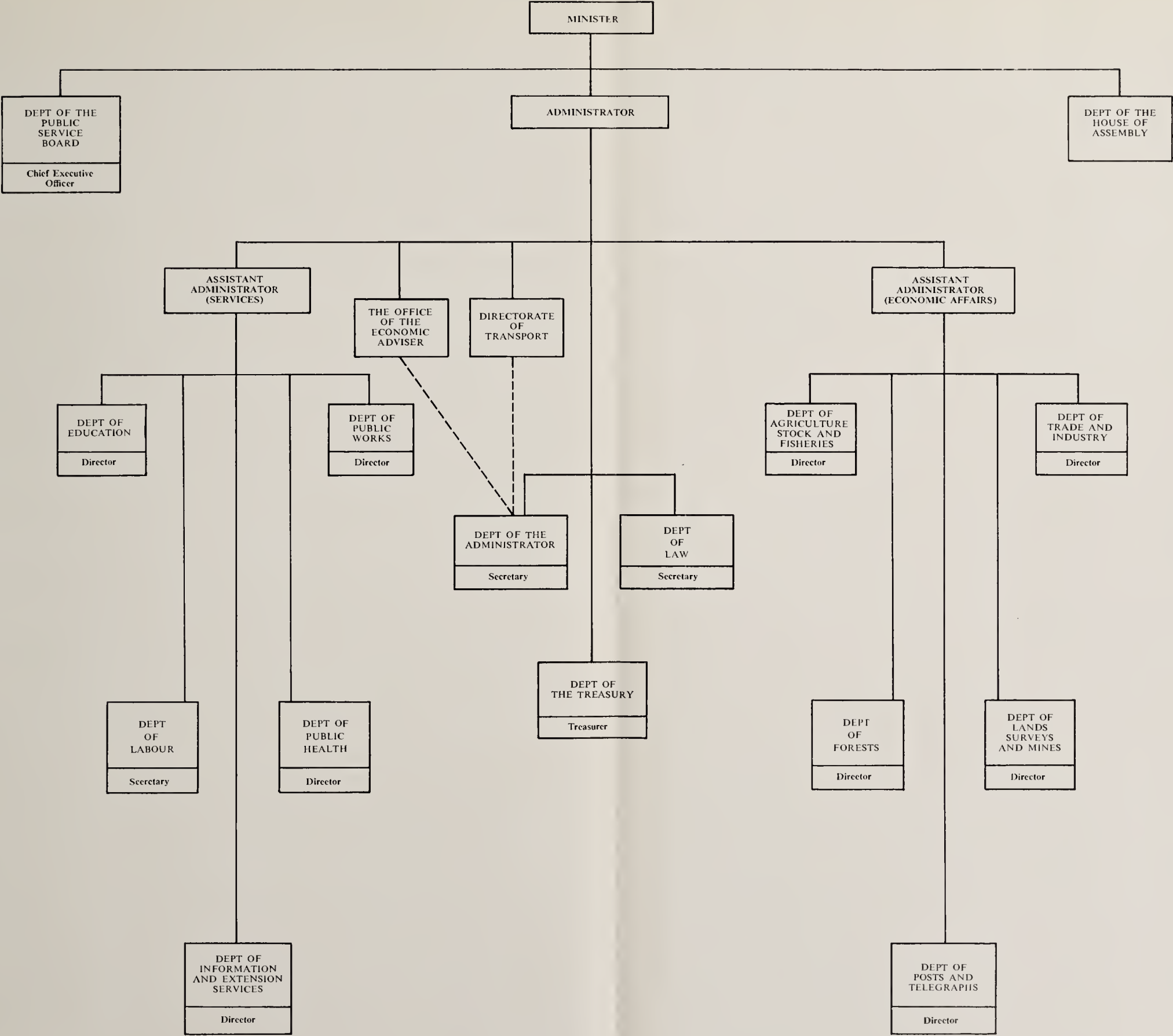
*Manpower Class 'F'—Students, trainees and apprentices*



1. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: POSITIONS CLASSIFIED BY MANPOWER CLASSES AT 30 JUNE 1970—continued

Department or branch	Manpower class 'A'		Manpower class 'B'		Manpower class 'C'		Manpower class 'D'		Manpower class 'E'		Manpower class 'F'		Total all manpower classes	
	Local officers	Overseas officers	Local officers	Overseas officers	Local officers	Overseas officers	Local officers	Overseas officers	Local officers	Overseas officers	Local officers	Overseas officers	Local officers	Overseas officers
House of Assembly ..	..	3	..	4	13	5	7	6	1	1	3	..	24	19
Information and Extension Services	..	4	5	9	94	53	86	22	19	2	31	..	235	90
Public Service Board ..	3	15	1	23	92	39	12	22	6	..	..	..	114	99
Public Service Training Centre	..	6	3	27	7	7	16	10	7	..	..	..	33	50
Treasury (Headquarters)	..	6	..	27	44	104	61	67	10	..	..	..	115	204
Treasury (Taxation) ..	..	1	..	5	6	44	22	13	..	..	..	..	28	63
Social Development and Home Affairs	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Headquarters ..	..	4	7	21	85	67	71	34	154	..	38	..	355	126
Stores Supply Branch	..	1	..	2	20	57	148	91	7	1	..	..	175	152
Government Printing Office ..	..	..	..	2	37	16	39	9	3	..	31	..	110	27
Public Health ..	46	147	470	434	78	97	2,395	184	187	16	757	..	3,933	878
Agriculture, Stock and Fisheries	1	119	34	217	126	138	1,442	81	28	1	238	..	1,869	556
Education ..	..	27	439	1,143	1,908	391	288	117	98	..	574	15	3,307	1,693
Labour ..	..	7	..	17	39	52	46	12	2	..	..	..	87	88
Law ..	1	81	..	..	45	34	70	27	25	..	16	..	157	142
Law (Corrective Institutions) ..	..	1	..	29	..	3	1	..	913	..	6	..	920	33
Law (Supreme Court)	..	11	..	1	..	8	3	..	2	..	..	..	6	20
Law (Land Titles Commission)	..	11	..	2	4	1	23	5	2	..	..	..	29	19
Law (Liquor Commission)	..	1	..	..	..	2	..	..	1	..	..	..	1	3
Lands, Surveys and Mines	..	33	2	73	21	66	104	46	81	4	92	..	300	222
Forests ..	..	49	..	58	9	22	287	66	10	3	73	..	379	198
Posts and Telegraphs	..	16	2	17	94	255	426	138	198	42	105	..	825	468
Trade and Industry ..	..	6	..	38	24	137	161	27	11	..	20	..	216	208
Public Works	..	76	1	67	372	399	1,426	135	34	1	362	..	2,195	678
Administrator ..	..	48	12	192	155	561	461	118	37	..	106	..	771	919
Royal Papua and New Guinea Constabulary	..	2	25	16	175	192	3,185	..	..	..	78	..	3,463	210
	51	675	1,001	2,424	3,449	2,750	10,780	1,230	1,836	70	2,530	16	19,647	7,165











APPENDIX II—continued

3. PUBLIC SERVICE OF PAPUA AND NEW GUINEA: TOTAL STAFF BY DEPARTMENT AT 30 JUNE 1970

Department	Staff employed under Public Service Ordinance					Other staff							
	Permanent		Temporary		Total	Contract	Mixed race	Adminis- tration servants	Statutory ap- pointees	Students and trainees	Ap- prentices	Employed under Native Em- ploy- ment Ordinance	Total staff
	Overseas	Local	Overseas	Local									
House of Assembly .. .. .	8	22	7	1	44	6	..	..	..	2	..	3	49
Information and Extension Services .. .. .	7	157	50	47	299	38	..	..	..	34	..	18	351
Public Service Board .. .. .	21	35	26	13	146	51	..	..	4	..	..	7	157
Public Service Training Centre .. .. .	7	19	20	14	83	23	..	..	..	..	..	35	118
Treasury .. .. .	66	575	165	902	1,866	158	..	18	..	..	..	58	1,068
Social Development and Home Affairs .. .. .	48	222	147	351	870	102	..	6	..	..	..	440	1,356
Public Health .. .. .	173	2,150	446	1,091	4,119	259	12	65	..	623	..	1,937	6,756
Agriculture, Stock and Fisheries .. .. .	136	802	130	811	2,150	271	..	3	..	216	11	2,574	4,954
Education .. .. .	315	1,756	588	960	4,397	778	..	30	..	593	..	141	5,161
Labour .. .. .	37	64	29	23	178	25	..	1	..	..	..	11	190
Law .. .. .	30	98	61	66	349	94	..	..	33	27	..	923	1,332
Lands, Surveys and Mines .. .. .	63	100	77	120	446	86	..	..	..	81	..	201	728
Forests .. .. .	49	214	84	77	488	64	..	7	..	65	9	1,401	1,970
Posts and Telegraphs .. .. .	86	417	183	302	1,185	197	..	1	..	104	1	85	1,376
Trade and Industry .. .. .	66	392	95	275	931	103	..	15	..	88	21	31	1,088
Public Works .. .. .	72	1,006	280	747	2,415	310	19	46	..	..	389	5,192	8,061
Administrator .. .. .	329	502	253	239	1,759	436	..	9	2	108	..	1,283	3,161
Total .. .. .	1,513	8,531	2,641	6,039	21,725	3,001	37	201	39	1,941	493	14,340	38,776
Percentage of staff employed under Public Service Ordinance .. .. .	6.90	39.30	12.10	27.80	100.00	13.90	..	..	..	..	..	..	..
Percentage of total staff .. .. .	3.90	22.00	6.90	15.60	56.03	7.80	0.09	0.50	0.10	5.00	1.30	36.90	100.00



APPENDIX II—continued

4. PATROLS AND INSPECTION VISITS BY DISTRICT ADMINISTRATION OFFICERS AT 30 JUNE 1970

District	Headquarters	Number of Sub-districts	Number of patrols	Number of days on patrol	Number of field days	Inspections by District Commissioners and Deputy District Commissioners	Inspections by Assistant District Commissioners
East Sepik .. ..	Wewak ..	4	89	1,576	2,584	36	45
West Sepik .. ..	Vanimo ..	5	109	2,049	3,007	45	23
Western Highlands ..	Mount Hagen ..	5	138	2,274	3,635	67	34
Eastern Highlands ..	Goroka ..	6	184	2,586	4,187	77	15
Chimbu .. ..	Kundiawa ..	5	57	1,234	2,001	10	1
Madang .. ..	Madang ..	4	92	1,362	2,079	36	32
Morobe .. ..	Lae .. ..	7	151	2,676	3,896	59	23
West New Britain ..	Kimbe ..	3	46	1,690	1,330	21	2
East New Britain ..	Rabaul ..	3	22	595	3,325	8	9
Bougainville .. ..	Kieta .. ..	3	39	1,320	2,567	22	16
New Ireland .. ..	Kavieng ..	2	58	1,247	1,764	22	7
Manus .. ..	Lorengau ..	1	10	392	124	..	..
Total .. ..		48	995	19,001	30,499	403	207

NOTE: Field days are visits by officers to outlying but accessible areas for the purpose of inspection, and to advise on such matters as roads and bridges, local government, women’s club activities, magisterial duties and general administration.

5. MAP SHOWING DEGREE OF ADMINISTRATION CONTROL AND RESTRICTED AREAS

At 30 June 1970 Restricted Areas amounted to 480 square miles in the Western Highlands District and 190 square miles in the West Sepik District. A map showing the approximate area and limits of the Restricted Areas appears in this Report.

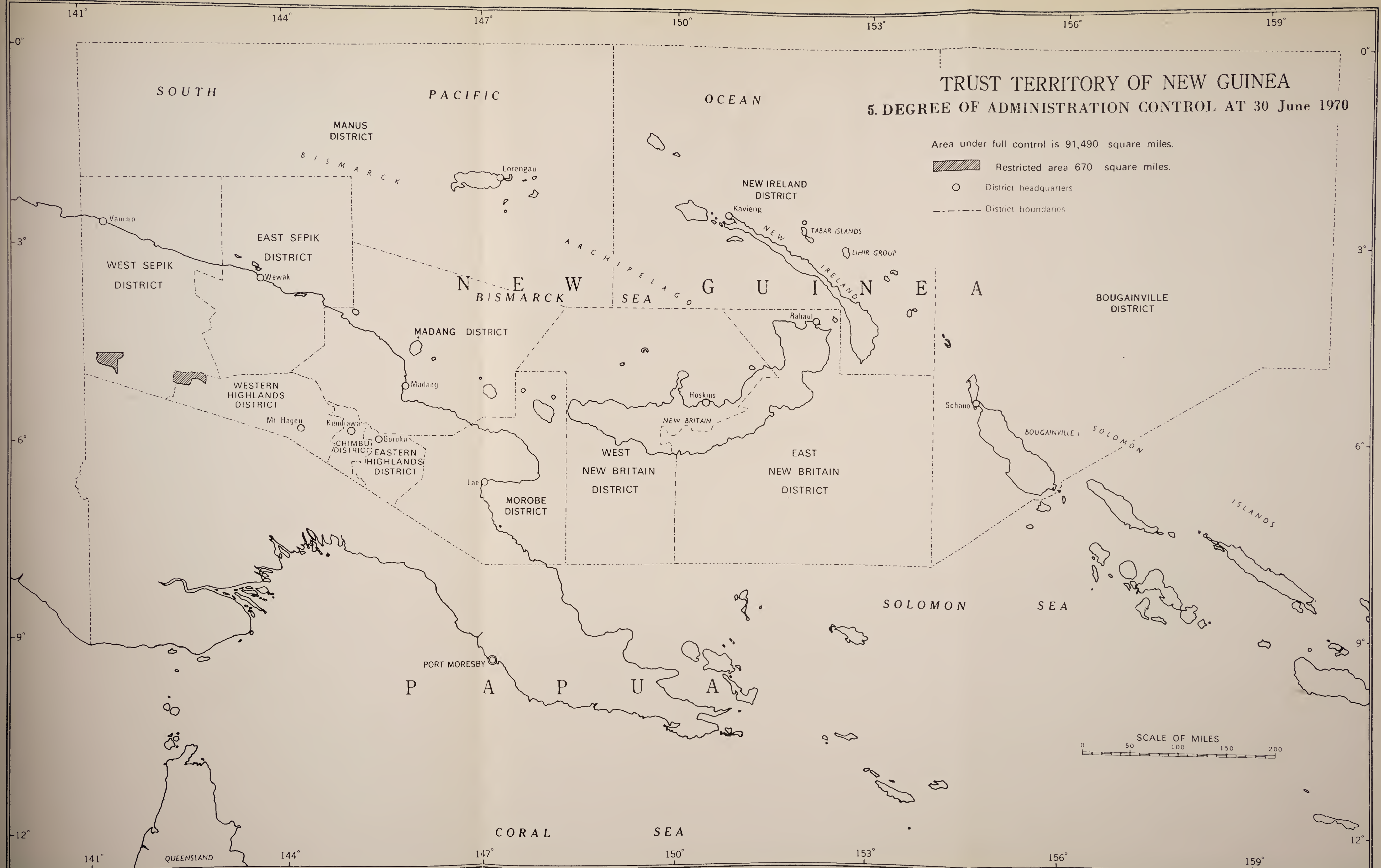
6. NATIVE WAR DAMAGE COMPENSATION

No claims were made during the year ended 31 December 1970.

7. NUMBER OF VILLAGE OFFICIALS AND COUNCILLORS AT 30 JUNE 1969 AND 1970

District	30 June 1969			30 June 1970		
	Village officials	Local government councillors	Total	Village officials	Local government councillors	Total
East Sepik .. ..	173	386	559	171	426	597
West Sepik .. ..	201	224	425	195	224	419
Western Highlands ..	306	394	700	215	417	632
Eastern Highlands ..	66	330	396	72	309	381
Chimbu .. ..	151	214	365	36	253	289
Madang .. ..	569	301	870	390	329	719
Morobe .. ..	446	284	730	407	288	695
West New Britain ..	161	118	279	154	118	272
East New Britain ..	292	77	369	240	77	317
Bougainville .. ..	180	193	373	167	199	366
New Ireland .. ..	..	110	110	..	110	110
Manus .. ..	12	33	45	12	45	57
Total .. ..	2,557	2,664	5,221	2,059	2,795	4,854











## 8. LOCAL GOVERNMENT COUNCILS: PROCLAMATION DATE, NUMBER OF VILLAGE GROUPS COVERED, POPULATION, NUMBER OF COUNCILLORS AND TAX RATES AT 30 JUNE 1970

Name of council and district	Date first proclaimed	Number of village groups in council area	Approximate population covered	Number of councillors	Tax rates declared for year ending 30 June 1970	
					Males	Females
					\$	\$
<i>East Sepik District—</i>						
Ambunti .. ..	25.10.67	39	7,976	27	1.00	..
Angoram .. ..	9.5.68	118	21,325	62	4.00	..
Dreikikir .. ..	28.10.65	103	19,125	49	3.00	..
					2.00	..
					1.00	..
					0.90	..
Gaui .. ..	10.6.64	58	14,022	40	2.50	0.50
Greater Maprik .. ..	23.9.65	133	31,245	49	6.00	..
Keram .. ..	3.3.66	50	9,128	31	3.00	0.50
Saussia .. ..	18.10.62	66	12,949	35	4.50	..
Wewak-But .. ..	4.2.64	136	29,955	48	10.00	0.50
					8.00	0.50
					4.00	0.50
Wosera .. ..	5.11.62	68	18,537	41	4.00	..
Yangoru .. ..	6.12.61	75	18,503	45	5.00	..
					4.00	..
<i>West Sepik District—</i>						
Amanab .. ..	20.5.65	63	5,342	25	0.50	..
Green River .. ..	30.12.64	36	4,268	23	3.00	0.50
					1.20	0.50
Nuku .. ..	25.10.67	89	18,188	38	2.00	..
					1.00	..
Pagei .. ..	17.2.64	29	2,948	18	3.00	0.50
Siau .. ..	10.5.61	75	16,673	30	7.00	0.20
					5.00	..
Telefomin .. ..	25.10.67	54	4,806	17	5.00	0.50
					2.00	0.50
Vanimo .. ..	30.8.62	18	3,636	13	5.00	0.60
Walsa .. ..	17.11.64	22	2,937	17	0.50	0.20
Wapei .. ..	23.12.63	135	22,704	43	2.50	..
<i>Western Highlands District—</i>						
Baiyer River .. ..	7.9.67	85	15,563	25	5.00	0.50
Dei .. ..	15.2.63	75	14,323	46	10.00	1.00
Jimi .. ..	3.3.66	127	20,881	40	2.00	..
					1.00	..
Kandep .. ..	7.4.67	52	21,086	26	2.00	..
Kompiam .. ..	3.3.66	72	10,920	26	2.00	..
Lagaip .. ..	3.12.64	89	23,174	19	5.00	0.20
Mount Giluwe .. ..	9.10.69	52	17,300	30	2.50	..
Mount Hagen .. ..	8.12.64	134	50,784	56	10.00	1.00
					8.00	1.00
Mul .. ..	26.11.64	80	14,516	36	10.00	1.00
Wabag .. ..	26.4.63	119	23,115	34	5.00	0.40
Wahgi .. ..	8.10.65	164	34,939	48	8.00	2.00
					6.00	..
Wapenamanda .. ..	20.5.65	108	27,384	31	5.00	..
<i>Eastern Highlands District—</i>						
Asaro-Watabung .. ..	14.12.62	119	23,966	39	8.00	1.00
					6.00	1.00
					4.00	1.00
Goroka .. ..	18.7.63	177	38,000	43	10.00	1.00
					8.00	1.00
Henganofi .. ..	21.5.62	134	31,838	46	6.00	..
					6.50	0.20
Kainantu .. ..	19.1.66	141	45,311	61	6.50	0.20
Lamori .. ..	13.7.67	23	5,713	25	1.50	..
					0.50	..
Lufa .. ..	20.5.65	142	28,248	50	3.00	..
					2.00	..
					0.50	..
Okapa .. ..	17.6.65	133	41,220	46	6.00	..
					4.00	..



APPENDIX II—continued

8. LOCAL GOVERNMENT COUNCILS: PROCLAMATION DATE, NUMBER OF VILLAGE GROUPS COVERED, POPULATION, NUMBER OF COUNCILLORS AND TAX RATES AT 30 JUNE 1970—continued

Name of council and district	Date first proclaimed	Number of village groups in council area	Approximate population covered	Number of councillors	Tax rates declared for year ending 30 June 1970	
					Males	Females
					\$	\$
<i>Chimbu District—</i>						
Elimbari .. .. .	8.11.61	126	29,943	41	6.00	1.00
Guminie .. .. .	23.9.65	95	21,802	32	4.00	0.40
Kerowagi .. .. .	7.7.60	162	27,781	41	8.00	1.00
Kundiawa .. .. .	14.12.67	142	29,539	34	10.00	2.00
Mount Wilhelm .. .. .	28.10.65	60	21,504	30	7.00	1.00
Sinasina .. .. .	17.6.65	123	23,954	36	4.00	0.50
Salt-Nomane .. .. .	17.3.70	58	12,633	33	5.00	1.00
					..	..
<i>Madang District—</i>						
Almami .. .. .	23.9.65	78	9,755	37	6.00	..
					4.00	..
					3.50	..
					2.50	..
					9.00	..
					8.00	..
Ambenob .. .. .	13.9.56	135	22,981	29	6.00	..
					3.00	..
					1.50	..
Arabaka .. .. .	17.2.64	102	10,371	35	2.00	..
					4.00	0.50
Astrolabe Bay .. .. .	3.3.66	46	5,533	18	3.00	0.50
					1.00	0.50
					3.00	..
Bundi .. .. .	17.6.65	30	7,883	24	1.00	..
					7.00	1.50
Iabu .. .. .	14.8.63	16	5,219	16	3.50	1.50
Josephstaal .. .. .	26.11.69	66	6,479	18	..	..
					9.00	..
Karkar .. .. .	24.5.63	59	17,206	29	8.00	..
					5.00	..
Rai Coast .. .. .	21.2.64	121	14,607	33	3.00	..
					..	..
Simbai .. .. .	26.11.69	56	14,969	29	10.00	..
					4.50	..
Sumgilbar .. .. .	20.10.61	56	8,399	27	4.00	..
					2.50	..
Usino .. .. .	4.2.67	82	10,359	27	3.00	..
					7.00	..
					6.00	..
					5.00	..
Yawar .. .. .	21.3.62	96	15,831	36	4.00	..
					3.00	..
					2.00	..
					0.50	..
<i>Morobe District—</i>						
Finschhafen .. .. .	6.12.57	57	14,304	19	8.50	..
					8.00	1.00
Huon .. .. .	19.1.66	76	25,065	25	5.00	1.00
					5.00	0.50
Kabwum .. .. .	11.5.67	92	31,000	28	4.00	0.50
					8.00	..
Markham .. .. .	21.3.60	75	16,568	28	6.00	..
Morobe .. .. .	7.2.63	33	6,305	20	5.50	0.60
Mumeng .. .. .	25.7.62	53	16,982	33	7.00	1.00
Nawae .. .. .	20.5.65	102	23,404	36	5.00	0.50
Pindiu .. .. .	1.5.62	57	16,308	18	5.00	0.50
Siassi .. .. .	14.7.64	37	7,324	15	5.00	0.50
Tewae .. .. .	11.10.66	58	13,088	18	4.00	0.20
Wantoot .. .. .	20.5.65	76	8,952	20	6.00	1.00
					6.00	0.50
Waria .. .. .	22.11.66	47	8,044	19	4.00	0.50
					6.00	1.00
Watut .. .. .	14.12.67	21	4,346	11		



## 8. LOCAL GOVERNMENT COUNCILS: PROCLAMATION DATE, NUMBER OF VILLAGE GROUPS COVERED, POPULATION, NUMBER OF COUNCILLORS AND TAX RATES AT 30 JUNE 1970—continued

Name of council and district	Date first proclaimed	Number of village groups in council area	Approximate population covered	Number of councillors	Tax rates declared for year ending 30 June 1970	
					Males	Females
					\$	\$
<i>West New Britain District—</i>						
Bali Witu .. .. .	11.5.67	25	6,213	18	10.00	..
Talasea .. .. .	16.12.68	26	5,966	17	10.00	2.00
Gloucester .. .. .	7.4.67	70	7,177	24	{ 6.00	0.50
					4.00	..
Hoskins .. .. .	18.12.67	26	8,130	23	6.00	..
Kandrian .. .. .	23.9.65	77	9,764	18	6.00	..
Nakanai .. .. .	11.5.67	55	6,047	18	{ 6.00	..
					4.00	..
<i>East New Britain District—</i>						
Bainings .. .. .	17.6.65	17	4,225	20	{ 5.00	..
					2.00	..
Gazelle Peninsula .. .. .	4.9.63	161	68,798	38	16.00	..
Mengen .. .. .	25.11.65	49	5,504	19	4.00	..
<i>Bougainville District—</i>						
Bana .. .. .	26.8.65	70	7,573	28	{ 4.00	0.40
					3.00	0.30
Buin .. .. .	15.7.63	94	9,709	36	6.00	0.30
Buka .. .. .	18.10.61	94	14,343	33	7.00	1.00
Kieta .. .. .	14.7.64	64	9,699	35	{ 10.00	..
					4.00	..
Siwai .. .. .	24.12.59	62	6,062	22	8.00	..
Teop-Tinputz .. .. .	1.5.58	42	6,141	24	8.00	..
Wakunai .. .. .	31.12.63	26	4,207	21	6.00	..
<i>New Ireland District—</i>						
Central New Ireland .. .. .	11.10.62	91	9,003	18	8.50	2.50
Lavengai .. .. .	29.11.60	60	9,022	24	5.00	..
Mussau-Emira .. .. .	1.6.67	23	3,545	11	{ 3.00	..
					1.00	..
					8.00	1.50
Namatani .. .. .	16.12.63	152	19,192	42	{ 6.00	2.00
					5.00	1.50
					5.00	1.00
Tikana .. .. .	30.10.56	67	9,027	15	{ 10.00	..
					8.00	..
<i>Manus District—</i>						
Manus .. .. .	12.9.62	118	20,790	33	6.00	1.00
Total .. .. .	..	7,355	1,511,123	2,810	..	..

There are 93 local government councils.



9. ANALYSIS OF EXPENDITURE BY LOCAL GOVERNMENT COUNCILS FOR 1969-70 (ESTIMATES)

District	General services	Development		Transport and communications		Social services		Miscellaneous		Special appropriations			Total
		Water supply	Forestry and agriculture	Roads and bridges	Other	Education	Health and welfare	General maintenance	Other	Reserve and accumulation accounts	Establishment of business ventures	Repayment of loan principal	
East Sepik ..	65,078	10,614	6,382	90,515	38,749	25,749	27,046	2,885	1,040	7,336	1,121	2,540	279,055
West Sepik ..	22,604	11,872	6,424	21,837	16,115	8,048	10,293	..	1,024	5,515	..	1,000	104,732
Western Highlands ..	213,544	2,770	32,112	179,521	197,819	68,048	42,960	2,100	59,514	42,049	10,000	52,690	903,127
Eastern Highlands ..	195,403	84,840	47,702	325,406	167,036	50,322	200,163	5,878	23,138	21,440	..	19,881	1,141,209
Chimbu ..	89,534	61	23,278	160,010	36,236	68,761	46,238	3,013	4,346	19,945	..	..	451,422
Madang ..	48,889	16,014	2,930	53,947	28,407	11,795	18,293	2,088	886	10,511	69	9,837	203,666
Morobe ..	80,456	28,569	16,029	159,581	25,304	17,586	28,500	4,109	2,945	22,456	..	11,602	397,137
West New Britain ..	23,677	12,729	1,901	7,711	9,903	3,422	6,296	1,448	2,859	4,974	..	1,820	76,740
East New Britain ..	31,434	35,498	5,753	36,881	9,648	44,580	20,849	5,876	2,635	9,965	..	10,100	213,219
Bougainville ..	23,317	7,845	1,712	18,463	29,379	6,938	28,222	868	2,354	5,825	..	7,174	132,097
New Ireland ..	41,792	22,493	4,943	55,130	22,088	15,273	28,872	1,000	3,165	5,575	..	1,000	201,331
Manus.. ..	11,438	6,853	6,626	13,696	3,083	1,302	8,346	2,082	5,937	..	..	..	59,363
Total ..	847,166	240,158	155,792	1,122,698	583,767	321,824	466,078	31,347	109,843	155,591	11,190	117,644	4,163,098



10. ANALYSIS OF LOCAL GOVERNMENT REVENUE FOR 1969-70 (ESTIMATES)

Districts	Recurrent revenue					Non-recurrent revenue							Total revenue			
	Goods and services			Property Income	Taxation		Property con-version	Grants and subsidies				Borrow-ing		Miscell-aneous	Total non-recurrent revenue	
	Council fees and fines	Charges for services	Profits of business enterprises		Applying to current year	Applying to previous year		Public works	Educa-tion	Health	Other					
East Sepik ..	5,388	15,788	7,350	2,330	125,246	5,566	161,668	..	50,885	6,000	5,088	7,580	17,500	3,114	90,167	251,835
West Sepik ..	1,840	7,586	3,700	2,338	42,218	900	58,582	..	24,261	..	2,836	10,077	..	60	37,234	95,816
Western Highlands	24,404	138,316	26,528	8,704	484,079	6,990	689,021	34,225	58,966	8,400	12,127	1,800	35,000	27,996	178,494	867,535
Eastern Highlands	66,024	222,896	17,026	14,022	232,934	11,030	563,932	2,220	286,307	5,650	21,525	110,230	130,000	9,363	565,295	1,129,227
Chimbu ..	14,970	9,675	5,500	2,316	256,666	3,900	293,027	..	42,837	10,860	5,350	3,000	..	7,142	69,189	362,216
Madang ..	3,154	4,700	5,066	5,398	105,934	2,890	127,142	7,054	45,648	..	6,104	6,882	..	3,780	69,468	196,610
Morobe ..	6,085	15,305	15,475	3,858	179,448	12,862	233,033	..	55,658	3,650	9,525	33,536	8,800	9,734	120,903	353,936
West New Britain	4,145	3,113	300	632	43,772	280	52,242	2,362	4,908	700	..	..	2,500	176	10,646	62,888
East New Britain	23,606	1,300	20,189	7,844	78,100	10,300	141,339	..	41,922	4,000	4,774	4,612	..	2,860	58,168	199,507
Bougainville ..	3,364	12,601	900	5,754	63,527	1,960	88,106	645	10,749	700	6,881	..	7,500	4,743	31,218	119,324
New Ireland ..	9,550	7,050	2,120	2,201	78,200	2,470	101,591	2,232	27,902	3,800	5,686	8,173	27,600	11,550	86,943	188,534
Manus ..	3,280	3,325	..	4,403	20,200	1,000	32,208	..	12,538	..	3,071	..	1,500	788	17,897	50,105
Total ..	165,810	441,655	104,154	59,800	1,710,324	60,148	2,541,891	48,738	662,581	43,760	82,967	185,890	230,400	81,306	1,335,642	3,877,533



11. LOCAL GOVERNMENT COUNCILS: VOTING STATISTICS FOR YEAR ENDED 30 JUNE 1970

District	Total number of electors enrolled in all Councils at 30 June—				Number of General Elections Conducted (a)	Number of electors enrolled and available to vote in Councils conducting elections during year(b)			Number of electors who voted during year(c)			Proportion of available voters actually voting
	1970		Total	Total		Males	Females	Total	Males	Females	Total	
	Males	Females										
East Sepik ..	51,408	43,507	94,915	90,769	5	23,889	22,910	46,799	19,613	18,210	37,823	80.8
West Sepik ..	24,826	19,887	44,713	44,265	4	13,557	12,588	26,145	11,319	9,677	20,996	80.3
Western Highlands(d) ..	65,497	58,771	124,268	155,997	3	51,508	46,420	97,928	47,895	41,977	89,872	91.8
Eastern Highlands(d) ..	54,370	48,229	102,599	112,263	2	41,704	42,583	84,287	28,916	26,609	55,525	65.9
Chimbu(d) ..	52,895	43,671	96,566	97,852	3	38,225	35,952	74,177	30,463	28,564	59,027	79.6
Madang ..	45,556	36,137	81,693	63,068	5	25,632	22,636	48,268	21,002	18,372	39,374	81.3
Morobe ..	42,584	46,868	89,452	76,381	5	24,268	28,319	52,587	19,591	23,620	43,211	82.0
West New Britain ..	11,292	9,640	20,932	21,371	4	7,962	7,709	15,671	4,771	4,603	9,374	59.8
East New Britain ..	22,377	15,996	38,373	38,373	0	19,572	14,802	34,374	4,419	3,489	7,908	23.0
Bougainville ..	14,848	11,428	26,276	26,687	1	10,288	9,481	19,769	5,977	5,327	11,304	57.2
New Ireland ..	15,030	11,666	26,696	23,276	2	10,025	8,141	18,166	8,398	6,266	14,664	80.7
Manus ..	6,265	5,177	11,442	11,442	0	4,117	4,098	8,215	2,138	2,312	4,450	54.2
Total ..	406,948	350,977	757,925	761,744	34	270,747	255,639	526,386	204,502	189,026	393,528	74.8

(a) Where no general elections have been conducted in a particular district during 1969–70, the figures quoted are those of the 1968–69 period. By-elections are not included in these figures.  
(b) Excludes voting at by-elections. (c) Voting is not compulsory and postal voting is not available. (d) Figures for these districts in 1968–69 included uncontested wards. This accounts for the apparent decrease in the figures for 1969–70.



## 12. COMPOSITION OF DISTRICT ADVISORY COUNCILS AT 30 JUNE 1969 AND 1970

District	European		Asian		Mixed race		Indigenous		Total	
	1969	1970	1969	1970	1969	1970	1969	1970	1969	1970
East Sepik ..	7	5	1	1	..	..	10	10	18	16
West Sepik ..	7	7	..	..	..	..	8	6	15	13
Western Highlands ..	7	4	..	..	..	..	8	11	15	15
Eastern Highlands ..	9	8	..	..	..	..	11	17	20	25
Chimbu ..	6	6	..	..	..	..	8	8	14	14
Madang ..	5	4	1	1	1	1	8	8	15	14
Morobe ..	7	8	1	1	1	..	11	15	20	24
West New Britain ..	7	6	..	..	..	..	8	7	15	13
East New Britain ..	7	6	1	1	1	1	11	16	20	24
Bougainville ..	6	3	1	..	..	..	8	12	15	15
New Ireland ..	7	7	..	1	..	..	8	9	15	17
Manus ..	6	6	1	1	..	..	8	9	15	16
Total ..	81	70	6	6	3	2	107	128	197	206

## 13. COMPOSITION OF TOWN ADVISORY COUNCILS AT 30 JUNE 1970

District	Town	European		Asian	Mixed race	Indigenous	Total
		Official	Non-officials				
Madang .. ..	Madang .. ..	4	4	1	..	3	12
Morobe .. ..	Wau/Bulolo ..	2	6	..	..	7	15
	Lae .. ..	5	7	1	..	3	16
East New Britain ..	Rabaul .. ..	6	8	1	..	7	22
Total .. ..		17	25	3	..	20	65



## 14. EXECUTIVE AND ADVISORY ORGANISATIONS AT 30 JUNE 1970

Name	Statutory or other basis of establishment	Functions	Composition
Administration Supply and Tender Board	<i>Treasury Ordinance 1951–1965</i>	To control purchases, supply and disposal of stores, and letting of contracts for works and services	Three first division officers of the Public Service appointed by the Administrator
Adult Education Council	Administrative direction	To advise on development of adult education activities	<i>Chairman:</i> Director of Education <i>Members:</i> Seven officials, together with representatives of voluntary organisations, including indigenous members
Apprenticeship Board	<i>Apprenticeship Ordinance 1967</i>	To exercise a general supervision over the theoretical and practical training of apprentices	Secretary, Department of Labour or his nominee, Director of Education or his nominee, two persons representing employers, two persons representing employees, three other persons, all members being appointed by the Administrator
Bougainville Social Development Committee	Administrative direction	To advise on measures to ensure that rapid urbanisation and industrialisation in the Bougainville mining area are beneficial to the people	<i>Chairman:</i> The Secretary, Social Development and Home Affairs <i>Members:</i> Assistant Secretary, Social Development; Executive Officer Community Development; Chief Psychologist; and a research fellow of the University of Papua and New Guinea
Broadcasting Advisory Council	Administrative direction	To advise the Administrator on all aspects of broadcasting	<i>Chairman:</i> Assistant Administrator (Services) <i>Members:</i> Two members representing the Australian Broadcasting Commission, two official members of the Public Service and four other members including two indigenous members
Child Welfare Council	<i>Child Welfare Ordinance 1961–1966</i>	To advise on matters relating to child welfare and make recommendations in respect of individual children	Director of Child Welfare, a Welfare Officer, two mission representatives, a legal officer of the Public Service, a representative of the Police Force not below the rank of Inspector, a representative of the Department of Education and five other persons of whom at least two are women and none is a person already specified
Companies Auditors Board	<i>Companies Ordinance 1963–1967</i>	To report to the Administrator on matters relating to the auditing of Companies and to control the registration of company auditors and liquidators	<i>Chairman:</i> A legal practitioner of not less than five years' standing <i>Members:</i> A member of the Institute of Chartered Accountants and a member of the Australian Society of Accountants, both being resident in the Territory. All three are appointed by the Administrator



## 14. EXECUTIVE AND ADVISORY ORGANISATIONS AT 30 JUNE 1970—continued

Name	Statutory or other basis of establishment	Functions	Composition
District Boundaries Committee	Administrative direction	To maintain a continuing review of the need for variations in existing District boundaries and for the establishment of additional Districts	<i>Chairman:</i> Director of District Administration <i>Members:</i> Representatives of the Department of the Administrator, the Public Service Commissioner, Department of Lands, Surveys and Mines and the Department of District Administration
District Co-ordinating Committees (All Districts)	Administrative direction	Co-ordination of Administration programmes in the District	<i>Chairman:</i> District Commissioner <i>Members:</i> Deputy District Commissioner. Senior officer in the District representing the Departments of Health, Agriculture, Stock and Fisheries, Education and Forestry
District Education Committees	<i>Education Ordinance 1952–1964</i>	To advise the Administrator on education matters within Education Districts	A maximum of six members, at least one of whom is a mission representative, all being appointed by the Administrator
Education Advisory Board	<i>Education Ordinance 1952–1964</i>	To advise the Administrator on all aspects of education in the Territory	<i>Chairman:</i> Director of Education <i>Members:</i> Four representatives of missions and other voluntary education agencies and not more than four other members. All members being appointed by the Administrator
Ex-Servicemen's Credit Board	<i>Ex-Servicemen's Credit Ordinance 1958–1963</i>	To determine and supervise loans to eligible ex-servicemen	Three officers of the Departments of the Treasury, Lands Surveys and Mines, and Agriculture Stock and Fisheries who are appointed by the Minister for External Territories
Interdepartmental Co-ordinating Committee	Administrative direction	To advise the Administrator on co-ordination of policy	Administrator, both Assistant Administrators, all heads of Departments, the Economic Adviser, and the Co-ordinator of Transport
Land Board	<i>Land Ordinance 1962–1967</i>	To consider applications for the lease of land and associated dealings	Chairman, Deputy Chairman and one other member all appointed by the Administrator. The Administrator may appoint other persons to act as members in relation to certain localities for a specified period
Land Development Board	Administrative direction	To advise on land development and settlement and on land use patterns	<i>Chairman:</i> Assistant Administrator <i>Members:</i> Director of Lands, Surveys and Mines, Director of District Administration, Director of Agriculture, Stock and Fisheries, Director of Forests, Director of Public Works, Economic Adviser



14. EXECUTIVE AND ADVISORY ORGANISATIONS AT 30 JUNE 1970—continued

Name	Statutory or other basis of establishment	Functions	Composition
Medical Board	<i>Medical Services Ordinance 1965–1967</i>	To administer the Medical Services Ordinance which provides for the registration of medical and dental practitioners and regulates medical practice in the Territory	<i>Chairman:</i> Director of Public Health <i>Members:</i> Secretary, Department of Law, three medical practitioners, one dental practitioner, one other person with university qualifications in fields other than medicine, surgery or dentistry, appointed by the Administrator
Mining Advisory Board	<i>Mining Ordinance 1928–1967</i>	To advise on mining operations	A Chairman, Deputy Chairman and two other members, all being appointed by the Administrator
National Parks and Gardens Board	<i>National Parks and Gardens Ordinance 1966</i>	To control, manage and develop land reserved as national parks, gardens, nature reserves and historic sites	Chairman, deputy chairman and three other members, appointed by the Administrator
Native Loans Board	<i>Native Loans Fund Ordinance 1955–1966</i>	To grant loans of moneys or goods to indigenous individuals or groups for economic or welfare purposes	Four members, including an indigenous person, appointed by the Administrator
Nursing Council	<i>Medical Services Ordinance 1965–1967</i>	To regulate the nursing profession in the Territory	Four officers of the Department of Public Health who are registered or eligible for registration, a solicitor from the Department of Law, two medical practitioners, one of whom shall be actively connected with nursing education, two persons employed by or who are members of a Christian mission in the Territory of Papua and New Guinea, who are registered as nurses, and two nurses appointed or elected as representing the interests of nurses in the Territory of Papua and New Guinea
Papua and New Guinea Coffee Marketing Board	<i>Papua and New Guinea Coffee Marketing Board Ordinance 1963–1968</i>	To regulate the marketing of Territory coffee	Six members, of whom five are representatives of the coffee growers of the Territory and one is a public servant, all being appointed by the Minister
Papua and New Guinea Copra Industry Stabilisation Board	<i>Papua and New Guinea Copra Industry Stabilisation Ordinance 1954–1968</i>	To determine the Copra Fund Bounty	Two representatives of the copra producers of New Guinea, one representative of the copra producers of Papua and two other members, all being appointed by the Minister for External Territories
Papua and New Guinea Copra Marketing Board	<i>Papua and New Guinea Copra Marketing Board Ordinance 1952–1957</i>	To market copra	Chairman and five members—two representatives of the copra producers of New Guinea, one representative of the copra producers of Papua, the Director of Agriculture, Stock and Fisheries and one other member, all being appointed by the Minister for External Territories



## 14. EXECUTIVE AND ADVISORY ORGANISATIONS AT 30 JUNE 1970—continued

Name	Statutory or other basis of establishment	Functions	Composition
Papua and New Guinea Electricity Commission	<i>Papua and New Guinea Electricity Commission Ordinance 1961–1967</i>	To plan and co-ordinate the supply of electricity throughout the Territory; to generate, transmit, distribute and sell electricity; and to determine and control standards for electrical contractors, appliances, fittings and wiring	A Commissioner and four Associate Commissioners appointed by the Minister for External Territories on the recommendation of the Administrator
Papua and New Guinea Harbours Board	<i>Papua and New Guinea Harbours Board Ordinance 1963–1967</i>	Regulation, management, operation and control of declared ports, the movement of shipping therein, and the provision and maintenance of wharves, docks, piers, jetties, machinery, equipment and office installations used in connection therewith	Chairman and four members appointed by the Minister on the recommendation of the Administrator
Permanent Committee on Cultural Development	Administrative direction	Assessment of social and cultural change in the Territory, and recommendation of action to enhance the psychological well being of society	<i>Chairman:</i> The Director of District Administration <i>Members:</i> Chief Psychologist, Chief of Division of Extension Services, Department of Information District Commissioner, Central District, one local Officer Headmaster, Assistant Director Social Services and Community Development—Department of District Administration, and Assistant Director (Mental Health), Department of Public Health
Petroleum Advisory Board	<i>Petroleum (Prospecting and Mining) Ordinance 1951–1967</i>	To advise on all petroleum prospecting and mining operations	Five members, all appointed by the Administrator who shall appoint one member as Chairman
Place Names Committee			(Chairman is in the Department of Lands, Surveys and Mines)
Political Education Committee			(Chairman is in the Department of the Administrator)
Reviewing Committee	<i>Corrective Institutions Ordinance 1957–1966</i>	To advise the Administrator on the review of detainees serving life sentences	Three members appointed by the Administrator (the Secretary for Law, Secretary Department of the Administrator and the Director of Child Welfare)
Road Safety Council	Administrative direction	To conduct a continuous programme of public education aimed at promoting road safety; to encourage a better understanding and observance of traffic laws and to advise on specific road safety matters referred to it	<i>Chairman:</i> Director of District Administration; and Directors of Information and Extension Services, Public Works, Public Health, Commonwealth Department of Works, Secretary for Labour, Commissioner of Police, or their delegates; representative of Automobile Association of Papua and New Guinea; Presidents of Regional Branches of Road Safety Council; representatives of Service organisations



## 14. EXECUTIVE AND ADVISORY ORGANISATIONS AT 30 JUNE 1970—continued

Name	Statutory or other basis of establishment	Functions	Composition
Rubber Board	<i>Rubber Ordinance 1953</i>	To consider appeals against the classification of rubber for export	Three representatives of the rubber producers and two officers of the Public Service, all being appointed by the Administrator
Stamp Advisory Committee	Administrative direction	To advise on designs for Territory postage stamps	<i>Chairman:</i> Assistant Director (Operations and Administration), Department of Posts and Telegraphs <i>Members:</i> One official member, and five non-official members
Tariff Committee	Administrative direction	To advise on customs tariff matters	<i>Chairman:</i> Assistant Administrator (Economic Affairs) <i>Members:</i> Treasurer; Assistant Administrator (Services), and the Economic Adviser
Town Planning Board	<i>Town Planning Ordinance 1952–1959</i>	Town development, planning and design	Chairman, Deputy Chairman and three other members, appointed by the Administrator
Transport Control Board	Motor Omnibus Regulations (No. 23 of 1962) made under the <i>Motor Traffic Ordinance 1950–1968</i>	To allocate licences for motor omnibuses and to define the standard and scale of their operations	<i>Chairman:</i> Secretary for Law <i>Deputy Chairman:</i> Secretary, Department of the Administrator <i>Members:</i> One member appointed by the Administrator with an alternative member to act in the absence of this member
Water Resources Advisory Board	<i>Water Resources Ordinance 1962-67</i>	Advise the Administrator on the control of the Territory's water resources	<i>Chairman:</i> Director of Water Resources <i>Members:</i> One from each of the Departments of District Administration, Lands Surveys and Mines, Agriculture Stock and Fisheries, and Forests, and an officer of the Papua and New Guinea Electricity Commission
Water Transport Committee	Administrative direction	To make recommendations to the Administrator on the size and distribution of the Administration shipping fleet	<i>Chairman:</i> Director of District Administration or his nominee <i>Members:</i> Superintendent of Marine; Officer of the Department of the Administrator



# APPENDIX III

## JUSTICE

### 1. SUPREME COURT

CASES TRIED DURING YEAR ENDED 30 JUNE 1970

#### A. In its Criminal Jurisdiction

Offence	Charged	Convicted	Discharged	Nolle Prosequi	Sentence
1. Offences against the person—					
Murder, wilful .. .. .	87	57	23	7	1 year without HL to 15 years IHL(a)
Murder .. .. .	9	6	3	..	3 weeks IHL to 6 years IHL(b)
Unlawful killing or attempt ..	31	16	12	3	\$10 recognizance to 5 years IHL(c)
Unlawful wounding .. ..	13	8	5	..	\$50 recognizance to 4 years IHL
Grievous bodily harm .. ..	18	10	8	..	\$50 recognizance to 2 years IHL
Rape or attempt .. .. .	21	14	7	..	3 months ILL to 5 years IHL(d)
Unlawful assault .. .. .	15	9	6	..	\$100 recognizance to 9 months IHL
Other offences against females ..	40	22	13	5	\$10 recognizance to 2 years 6 months IHL(e)
Incest .. .. .	14	12	2	..	\$50 recognizance to 5 years IHL
Unnatural and indecent offences ..	13	9	2	2	\$50 recognizance to 4 years IHL
Other offences against the person ..	5	5	..	..	\$30 fine to 4 months IHL
Total .. .. .	266	168	81	17	
2. Offences against property—					
Breaking and entering .. ..	22	20	2	..	\$100 recognizance to 2 years 6 months IHL
Housebreaking .. .. .	24	20	2	2	4 months IHL to 2 years 6 months IHL
Stealing .. .. .	47	36	9	2	\$10 recognizance to 3 years IHL
Receiving .. .. .	1	1	..	..	12 months IHL
Other offences against property ..	..	..	..	..	
Total .. .. .	94	77	13	4	
3. Offences against currency—					
Forgery .. .. .	44	42	2	..	\$10 recognizance to 2 years 6 months IHL
Uttering .. .. .	19	17	2	..	\$50 recognizance to 2 years 6 months IHL
Total .. .. .	63	59	4	..	
4. Offences not included in preceding classes—					
Riots .. .. .	7	4	3	..	8 months IHL
Offences relating to post and telegraph	1	1	..	..	6 months IHL
Obstructing officers of court and relating to escapes .. .. .	27	4	3	20	Rising of the court to 4 months IHL
Total .. .. .	35	9	6	20	
GRAND TOTAL .. .. .	458	313	104	41	



APPENDIX III—continued

1. SUPREME COURT—continued  
CASES TRIED DURING YEAR ENDED 30 JUNE 1970—continued

Offence	Charged	Convicted	Discharged	Nolle Prosequi	Sentence
Comprising—					
Europeans .. .. .	20	17	3	..	
Asians .. .. .	..	..	..	..	
Other Non-Indigenes .. .. .	..	..	..	..	
Indigenes .. .. .	438	296	101	41	
GRAND TOTAL .. .. .	458	313	104	41	

NOTE: IHL—Imprisonment with hard labour. ILL—Imprisonment with light labour.

(a) Includes: 2 guilty of murder—3 years IHL to 7 years IHL; 11 guilty of manslaughter—3 weeks IHL to 6 years IHL; 2 guilty of unlawful killing—3 years IHL to 8 years IHL. (b) Includes: 3 guilty of manslaughter—3 weeks IHL to 2 years IHL. (c) Includes: 1 guilty manslaughter—1 year 9 months IHL; 1 guilty unlawful assault—\$10 Recognizance. (d) Includes: 2 guilty unlawful carnal knowledge—9 months IHL to 18 months IHL; 2 guilty indecent dealing—3 months ILL to 4 years IHL. (e) Includes: 1 guilty attempted carnal knowledge—2 years IHL.

B. In Its Appellate Jurisdiction

Appeals from inferior courts—Filed .. .. .	70
Upheld .. .. .	31
Quashed .. .. .	28
	129

C. In Its Probate Jurisdiction

Probate .. .. .	18
Reseal .. .. .	9
Order to administer .. .. .	11
Order to administer (c.t.a.) .. .. .	5
Letters of administration .. .. .	3
Letters of administration (c.t.a.) .. .. .	—
Elections and undertakings to administer .. .. .	7
	53

Note: c.t.a. (cum testamento annexo)—with the will annexed

D. In Its Civil Jurisdiction

Writs of summons issued .. .. .	189
Motions and petitions heard .. .. .	27
	216

E. In Its Matrimonial Causes Jurisdiction

Petitions for dissolution of marriage .. .. .	37
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2. *DISTRICT COURT*

CASES HEARD DURING YEAR ENDED 30 JUNE 1970

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Offences against—					
The person	..	..	..	..	1,218
Property	..	..	..	..	1,591
Public order	..	..	..	..	3,597
Local government council rules	..	..	..	..	746
Motor traffic laws	..	..	..	..	1,144
Other offences	..	..	..	..	1,248
					<hr/>
Total convictions	..	..	..	..	9,544
					<hr/>
Total acquittals	..	..	..	..	1,255
					<hr/>
Total cases heard	..	..	..	..	10,799

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3. *LOCAL COURT*

CASES HEARD DURING YEAR ENDED 30 JUNE 1970

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Offences against—					
The person	..	..	..	..	2,715
Property	..	..	..	..	2,650
Public order	..	..	..	..	5,730
Local government council rules	..	..	..	..	4,606
Motor traffic laws	..	..	..	..	664
Other offences	..	..	..	..	3,871
					<hr/>
Total convictions	..	..	..	..	20,236
					<hr/>
Total acquittals	..	..	..	..	1,793
					<hr/>
Total cases heard	..	..	..	..	22,029

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# APPENDIX IV

## PUBLIC FINANCE

### 1. REVENUE AND EXPENDITURE FOR YEARS ENDED 30 JUNE, 1966 TO 1970

Source	1966	1967	1968	1969	1970
	\$	\$	\$	\$	\$
Internal Revenue .. .. .	18,458,762	22,730,075	26,381,815	28,893,317	40,169,855
Grant by Commonwealth Government of Australia(a) .. .. .	38,179,213	49,979,402	54,453,853	64,269,499	71,419,907
Territory Loans .. .. .	3,671,284	4,052,831	5,588,346	4,818,327	10,504,453
International Loans .. .. .	..	..	..	34,389	1,383,814
Special Commonwealth Advance—Deficit Finance .. .. .	..	..	..	..	1,915,269
Commonwealth Development Loan—Arawa .. .. .	..	..	..	..	2,000,000
Special Loan—Purchase of Equity—Bougainville Copper Pty Ltd .. .. .	..	..	..	..	8,397,500
Total Revenue(b) .. .. .	60,309,259	76,762,308	86,424,014	98,015,532	135,790,798
Total Expenditure(c) .. .. .	60,309,259	76,762,308	85,003,931	98,015,532	135,822,221
Unexpended Balance— Commonwealth Development Loan—Arawa .. .. .	..	..	..	..	300,000
Excess Revenue over Expenditure .. .. .	..	..	+ 1,420,083	..	— 331,423

(a) The annual grants by the Commonwealth of Australia are made to the Territory of Papua and New Guinea and these amounts have been allocated to New Guinea. (b) For 1968, 1969 and 1970 refunds of revenue have been deducted from total internal revenue. (c) Reduced by taxation refunds and refunds of revenue for 1968, 1969 and 1970.



## 2. REVENUE FOR YEARS ENDED 30 JUNE 1966 TO 1970

Source	1966	1967	1968	1969	1970
	\$	\$	\$	\$	\$
Customs .. .. .	6,951,461	9,037,489	10,436,419	11,677,355	17,235,693
Licences .. .. .	331,071	397,337	460,789	519,451	580,514
Stamp duties .. .. .	190,519	172,305	268,797	281,032	426,535
Postal .. .. .	1,110,865	1,352,838	1,660,593	2,037,296	2,493,834
Land revenue .. .. .	335,380	442,934	384,485	438,105	556,364
Mining receipts .. .. .	28,517	25,437	25,733	45,386	63,626
Fees and fines .. .. .	100,960	131,345	152,119	177,410	233,561
Health revenue .. .. .	154,384	182,982	184,674	210,011	292,890
Forestry .. .. .	452,728	484,082	546,810	470,317	560,366
Agriculture .. .. .	494,491	673,402	896,045	881,394	685,285
Direct taxation .. .. .	4,477,506	5,647,243	6,759,963	6,778,734	8,556,250
Public utilities .. .. .	203,558	240,341	316,385	414,386	506,026
Miscellaneous .. .. .	1,913,918	2,082,864	2,212,207	1,618,953	1,988,456
Recoverable services .. .. .	1,713,404	1,859,476	2,076,796	3,343,487	5,990,455
Total internal revenue .. .. .	18,458,762	22,730,075	26,381,815	(b)28,893,317	(b)40,169,855
Territory Loans .. .. .	3,671,284	4,052,831	5,588,346	4,818,327	10,504,453
Grant by Commonwealth Government of Australia(a) .. .. .	38,179,213	49,979,402	54,453,853	64,269,499	71,419,907
International Loans .. .. .	..	..	..	34,389	1,383,814
Special Commonwealth Advance—(Deficit finance) .. .. .	..	..	..	..	1,915,269
Commonwealth Development Loan—Arawa .. .. .	..	..	..	..	2,000,000
Special Loan—Purchase of Equity—Bougainville Copper Pty Ltd .. .. .	..	..	..	..	8,397,500
Total Receipts .. .. .	60,309,259	76,762,308	86,424,014	98,015,532	135,790,798

(a) The annual grants by the Government of the Commonwealth of Australia are made to the Territory of Papua and New Guinea, and these amounts have been allocated to New Guinea. (b) Refunds of revenue have been deducted from gross collections by items.



APPENDIX IV—continued

3. EXPENDITURE FOR YEARS ENDED 30 JUNE 1966 TO 1970

Particulars	1966	1967	1968	1969	1970
Special Appropriations .. ..	..	..	1,853,367	3,846,211	9,708,534
Administrator .. ..	..	..	895,402	942,809	(a) 6,342,702
House of Assembly .. ..	..	..	279,694	195,295	257,548
Information and Extension Services .. ..	..	..	657,059	824,410	795,806
Public Service Board .. ..	..	..	559,197	735,320	898,558
Administrative College .. ..	..	..	285,977	304,545	335,890
Treasury .. ..	..	..	2,065,936	3,088,942	2,018,889
Taxation .. ..	..	..	182,550	224,795	267,204
Stores and Supply .. ..	..	..	5,666,569	5,425,422	6,408,567
Public Health .. ..	..	..	7,838,510	9,033,886	10,072,211
Social Development and Home Affairs .. ..	..	..	..	..	(b) 1,497,768
District Administration .. ..	..	..	4,170,684	4,435,146	..
Labour .. ..	..	..	440,740	541,933	676,669
Education .. ..	..	..	9,617,777	11,255,749	13,829,016
Agriculture, Stock and Fisheries .. ..	..	..	4,846,900	5,262,661	6,099,176
Royal Papua and New Guinea Constabulary .. ..	..	..	4,039,578	4,117,842	5,317,176
Law .. ..	..	..	628,603	783,203	1,002,522
Supreme Court .. ..	..	..	122,726	125,924	175,814
Land Titles Commission .. ..	..	..	208,423	224,554	178,869
Liquor Commission .. ..	..	..	15,857	18,308	18,607
Corrective Institutions .. ..	..	..	729,593	787,329	1,316,817
Lands, Surveys and Mines .. ..	..	..	2,422,399	2,319,059	3,962,597
Forests .. ..	..	..	2,019,486	1,912,532	2,032,906
Posts and Telegraphs .. ..	..	..	2,747,778	3,244,077	4,428,876
Trade and Industry .. ..	..	..	475,827	558,022	733,791
Customs and Migration .. ..	..	..	353,664	467,310	(c) 567,467
Investments .. ..	..	..	..	..	8,397,500
Marine .. ..	..	..	438,696	594,178	811,976
Public Works .. ..	..	..	3,896,658	4,808,148	5,722,682
General Overheads .. ..	..	..	1,596,866	1,626,349	1,767,090
Maintenance .. ..	..	..	6,777,830	7,772,797	9,211,225
Capital Works .. ..	..	..	11,352,163	12,262,766	17,765,615
Other Institutions .. ..	..	..	5,745,985	7,720,821	(d) 10,324,864
Motor Transport .. ..	..	..	1,863,482	2,309,845	2,577,297
Government Printer .. ..	..	..	207,955	242,344	299,992
	(e) 60,309,259	(e) 76,762,308	(f) 85,003,931	(f) 98,015,532	(f) 135,822,221

(a) Includes expenditure formerly Department of District Administration. (b) New Department and includes expenditure previously in the Department of Treasury, the former Department of District Administration and the Department of the Administrator. (c) Investment in Bougainville Copper Pty Ltd. (d) Includes Housing Commission Operational Grant previously in the Department of Treasury. (e) Departmental expenditures have been reclassified and comparisons with earlier years are therefore not relevant. (f) Amount reduced by taxation refunds and refunds of revenue.



4. TERRITORY OF PAPUA AND NEW GUINEA LOAN FUND: RECEIPTS AND EXPENDITURE FOR  
YEARS ENDED 30 JUNE 1969 AND 1970

Particulars	Period ended 30 June		Particulars	Period ended 30 June	
	1969	1970		1969	1970
<i>Receipts</i>	\$	\$	<i>Expenditure</i>	\$	\$
Balance brought forward ..	21,562.00	..	Capital Works and Services..	7,182,955.72	8,436,280.08
Territory Loans—			Redemption—Special Loan..	..	8,900,000.00
Loan (Works, Services and			Loan Raising Expenses ..	4,844.28	7,519.92
Government Instrumen-			International Loans Telecom-		
talities) Ordinance ..	7,166,238.00	6,743,800.00	munications Development	51,266.35	507,706.49
Loans Securities Ordinance—			Agricultural Development	..	876,107.24
Redemption .. ..	..	8,900,000.00	Purchase of Equity—		
Commonwealth Development			Bougainville Copper Pty Ltd	..	12,500,000.00
Loan—Arawa .. ..	..	2,000,000.00	Balance at 30 June(a) ..	..	300,000.00
International Loans ..	51,266.35	1,383,813.73			
Special Loan (Purchase of					
Equity)—Bougainville					
Copper Pty Ltd ..	..	12,500,000.00			
	7,239,066.35	31,527,613.73		7,239,066.35	31,527,613.73

(a) Represents unexpended balance of Commonwealth Development Loan—Arawa.

## APPENDIX V

## TAXATION

1. TERRITORY OF PAPUA AND NEW GUINEA: RATES OF TAX—  
FINANCIAL YEAR 1969–70

The rates applicable to income derived for the year ended 30 June 1970 are set out in the following tables:

(i) *General Rates of Income Tax on Taxable Income Payable by Persons other than Companies.*

The rate of income tax for each part of the taxable income specified in the first column of the following table is the percentage of that part set out in the second column of that table opposite to the reference to that part of the taxable income in the first column:—

First Column Parts of Taxable Income	Second Column Percentage
The part of the taxable income that—	
does not exceed \$300 .. ..	.4
exceeds \$300 but does not exceed \$400 .. ..	1.2
exceeds \$400 but does not exceed \$600 .. ..	2.6
exceeds \$600 but does not exceed \$1,000 .. ..	5.2
exceeds \$1,000 but does not exceed \$1,200 .. ..	6.5
exceeds \$1,200 but does not exceed \$1,600 .. ..	7.8
exceeds \$1,600 but does not exceed \$2,400 .. ..	10.4
exceeds \$2,400 but does not exceed \$3,200 .. ..	13.0
exceeds \$3,200 but does not exceed \$3,800 .. ..	15.4
exceeds \$3,800 but does not exceed \$4,200 .. ..	18.0
exceeds \$4,200 but does not exceed \$4,800 .. ..	20.0
exceeds \$4,800 but does not exceed \$6,000 .. ..	22.5
exceeds \$6,000 but does not exceed \$8,000 .. ..	26.0
exceeds \$8,000 but does not exceed \$10,000 .. ..	29.0
exceeds \$10,000 but does not exceed \$12,000 .. ..	31.0
exceeds \$12,000 but does not exceed \$16,000 .. ..	33.0
exceeds \$16,000 but does not exceed \$22,000 .. ..	36.0
exceeds \$22,000 but does not exceed \$30,000 .. ..	38.0
exceeds \$30,000 .. ..	40.0

(ii) *Rates of Income Tax on Taxable Income Payable by a Company other than a Company in the Capacity of a Trustee.*

Twenty-two and one-half per centum of the taxable income.

(iii) *Rate of Income Tax in Respect of Chargeable Income*

The rate of income tax in respect of the chargeable income of a taxpayer is two per centum.



APPENDIX V—continued

2. TERRITORY OF PAPUA AND NEW GUINEA: PARTNERSHIPS: 1967-68 INCOME YEAR (ASSESSMENT YEAR 1968-69),  
NUMBER OF PARTNERSHIPS, NET INCOME, DEPRECIABLE ASSETS, DEPRECIATION ALLOWED AND TRADING STOCK,  
CLASSIFIED BY GRADE OF NET INCOME

Grade of net income	Number of partnerships	Net income	Depreciable assets			Depreciation allowed	Trading stock on hand	
			At beginning of year	Purchased during year	Sold during year		At beginning of year	At end of year
\$		\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000
Loss .. ..	76	(-)1,289	367	237	49	109	39	65
Nil Income.. ..	14	..	137	..	136	1	59	..
1- 1,999 .. ..	171	140	368	158	77	51	99	96
2,000- 3,999 .. ..	94	278	309	207	67	61	127	178
4,000- 5,999 .. ..	63	311	309	196	33	91	105	132
6,000- 7,999 .. ..	49	330	557	208	40	126	345	361
8,000- 9,999 .. ..	40	343	225	164	79	54	242	251
10,000-19,999 .. ..	127	1,837	1,361	523	176	229	1,267	1,587
20,000-29,999 .. ..	41	992	548	229	91	80	903	854
30,000-39,999 .. ..	20	686	499	171	8	95	286	367
40,000 and over .. ..	39	2,199	1,349	507	350	192	994	930
Total 1967-68..	734	5,827	6,029	2,600	1,106	1,089	4,466	4,821
1966-67..	803	7,222	5,884	3,351	1,234	1,153	5,821	5,696

3. TERRITORY OF PAPUA AND NEW GUINEA: TRUSTS: 1967-68 INCOME YEAR (ASSESSMENT YEAR 1968-69), NUMBER OF TRUSTS, NET INCOME, DEPRECIABLE ASSETS, DEPRECIATION ALLOWED AND TRADING STOCK, CLASSIFIED BY GRADE OF NET INCOME

Grade of net income	Number of trusts	Net income	Depreciable assets			Depreciation allowed	Trading stock on hand	
			At beginning of year	Purchased during year	Sold during year		At beginning of year	At end of year
\$		\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000
Loss .. ..	2	(-) 1	6	..	..	1	..	..
Nil Income.. ..	69	..	..	..	..	..	..	..
1- 1,999 .. ..	95	63	13	..	..	1	2	2
2,000- 3,999 .. ..	30	90	27	..	..	3	..	18
4,000- 5,999 .. ..	19	82	2	..	..	1	..	..
6,000- 7,999 .. ..	9	64	13	1	..	1	1	1
8,000- 9,999 .. ..	2	17	..	..	..	..	..	..
10,000-19,999 .. ..	2	23	..	..	..	..	..	..
20,000 and over .. ..	6	293	251	45	..	22	14	14
Total 1967-68..	234	631	312	46	..	29	17	35
1966-67..	256	720	351	31	26	29	53	28



4. TERRITORY OF PAPUA AND NEW GUINEA: PARTNERSHIPS AND TRUSTS: 1967-68 INCOME YEAR (ASSESSMENT YEAR 1968-69), NUMBER OF PARTNERSHIPS AND TRUSTS, NET INCOME, DEPRECIABLE ASSETS, DEPRECIATION ALLOWED AND TRADING STOCK, CLASSIFIED BY INDUSTRY

Industry	Number of		Net Income	Depreciable assets			Deprecia- tion allowed	Trading stock on hand	
	Partner- ships	Trusts		At Beginning of year	Purchased during year	Sold during year		At beginning of year	At end of year
			\$'000	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000
Primary production ..	129	49	2,234	2,026	473	173	298	562	489
Mining and quarrying ..	12	1	-910	46	14	7	10	2	..
Manufacturing .. ..	31	..	312	244	74	20	35	103	105
Electricity, gas, water and sani- tary services .. ..	..	..	..	..	..	..	..	..	..
Building and construction ..	34	..	333	187	178	119	44	99	87
Transport and storage ..	68	..	632	1,261	551	156	371	142	157
Communications .. ..	..	..	..	..	..	..	..	..	..
Finance and property ..	168	166	600	541	270	162	50	211	30
Commerce .. ..	235	11	2,481	1,442	866	241	263	3,316	3,943
Public authority .. ..	..	..	..	..	..	..	..	..	..
Religion and social ..	..	..	..	..	..	..	..	..	..
Health .. ..	4	..	102	5	4	..	1	..	1
Education .. ..	..	..	..	..	..	..	..	..	..
Other community and business services .. ..	28	..	446	156	123	19	22	22	22
Amusements, hotels, cafes, etc.	25	7	228	434	94	209	23	24	21
Other industries .. ..	..	..	..	..	..	..	..	..	..
Industries inadequately de- scribed .. ..	..	..	..	..	..	..	..	..	..
Total 1967-68 ..	734	234	6,458	6,342	2,647	1,106	1,117	4,481	4,855
1966-67 ..	803	256	7,942	6,235	3,382	1,260	1,186	5,876	5,725



APPENDIX V—continued

5. TERRITORY OF PAPUA AND NEW GUINEA: TAXABLE COMPANIES: 1967-68 INCOME YEAR (ASSESSMENT YEAR: 1968-69), NUMBER OF COMPANIES, TAXABLE INCOME AND NET TAX ASSESSED, DIVIDENDS, TRADING STOCK, DEPRECIABLE ASSETS AND DEPRECIATION ALLOWED, CLASSIFIED BY TYPE OF COMPANY AND GRADE OF TAXABLE INCOME

Grade of taxable income	Number of companies	Taxable income	Net income tax assessed	Dividends		Trading stock on hand		Depreciable assets			Depreciation allowed
				Paid	Included in assessable income	At beginning of year	At end of year	At beginning of year	Bought during year	Sold during year	
\$'000											
Resident Companies											
\$											
1- 1,999 ..	213	148	33	124	7	475	765	856	875	92	165
2,000- 9,999 ..	228	1,230	267	187	53	1,391	2,112	3,086	1,777	270	508
10,000-19,999 ..	123	1,813	389	305	55	1,408	1,770	3,016	2,000	191	587
20,000-39,999 ..	122	3,440	728	570	182	1,959	3,710	4,332	2,220	307	767
40,000-99,999 ..	72	4,138	891	874	164	2,199	3,043	4,164	2,666	262	675
100,000 and over	53	21,890	4,501	7,145	1,884	20,214	22,567	17,662	6,660	671	2,976
Total 1967-68	811	32,659	6,809	9,205	2,345	27,646	33,967	33,116	16,198	1,793	5,678
1966-67	777	24,490	4,248	9,961	1,951	26,759	30,684	26,179	16,464	1,729	5,208
Non-Resident Companies											
1- 1,999 ..	41	34	8	2	1	..	1	..	35	..	7
2,000- 9,999 ..	36	179	38	57	16	..	..	5	..	..	1
10,000-19,999 ..	22	354	79	157	50	514	501	441	328	18	144
20,000-39,999 ..	9	268	55	4	..	30	3	2	25	1	7
40,000-99,999 ..	12	639	141	93	61	1,574	23	88	71	40	12
100,000 and over	8	3,717	528	117	1,597	1,999	2,093	4,603	1,216	72	731
Total 1967-68	128	5,191	849	430	1,725	4,117	2,621	5,139	1,675	131	902
1966-67	106	5,101	680	512	1,923	3,808	4,087	3,446	1,340	116	548
Total—Resident and Non-Resident Companies											
1- 1,999 ..	254	182	41	126	8	475	766	856	910	92	172
2,000- 9,999 ..	264	1,409	305	244	69	1,391	2,112	3,091	1,777	270	509
10,000-19,999 ..	145	2,167	468	462	105	1,922	2,271	3,457	2,328	209	731
20,000-39,999 ..	131	3,708	783	574	182	1,989	3,713	4,334	2,245	308	773
40,000-99,999 ..	84	4,777	1,032	967	225	3,773	3,066	4,252	2,737	302	687
100,000 and over	61	25,607	5,029	7,262	3,481	22,213	24,660	22,265	7,876	743	3,707
Total 1967-68	939	37,850	7,658	9,635	4,070	31,763	36,588	38,255	17,873	1,924	6,580
1966-67	883	29,591	4,928	10,473	3,874	30,567	34,771	29,625	17,804	1,845	5,756



APPENDIX V—continued

6. TERRITORY OF NEW GUINEA: RESIDENT TAXABLE INDIVIDUALS: 1967-68 INCOME YEAR (ASSESSMENT YEAR 1968-69), NUMBER OF TAXPAYERS, ACTUAL INCOME, TAXABLE INCOME AND NET TAX ASSESSED, CLASSIFIED BY SEX AND GRADE OF ACTUAL INCOME

Grade of Actual income	Number of taxpayers			Actual Income	Taxable income						Net income tax assessed					
					Salary and wages			Other income							Total	
	Males	Females	Total		Males	Females	Total	Males	Females	Total	Males	Females	Total			
\$				\$'000	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$		
209- 399	28	15	43	15.1	7,468	3,717	11,185	..	..	2	7,468	3,717	11,185	29	15	44
400- 599	5	8	13	5.3	1,291	2,087	3,378	..	2	2	1,291	2,089	3,380	6	14	20
600- 799	1	2	3	2.0	433	..	433	..	958	958	433	958	1,391	3	10	13
800- 999	4	1	5	4.6	3,266	..	3,266	..	750	750	3,266	750	4,016	74	15	89
1,000- 1,199	31	13	44	49.5	28,525	7,160	35,685	105	3,248	3,353	28,630	10,408	39,038	741	236	977
1,200- 1,399	87	45	132	172.4	87,123	40,590	127,713	865	2,162	3,027	87,988	42,752	130,740	2,544	1,160	3,704
1,400- 1,599	136	155	291	437.5	135,920	142,095	278,015	5,693	9,838	15,531	141,613	151,933	293,546	4,270	4,236	8,506
1,600- 1,799	141	206	347	589.3	159,885	209,425	369,310	4,524	18,719	23,243	164,409	228,144	392,553	5,578	7,275	12,853
1,800- 1,999	174	187	361	684.9	225,628	211,625	437,253	5,851	24,684	30,535	231,479	236,309	467,788	9,011	8,602	17,613
2,000- 2,199	169	193	362	760.4	231,082	256,624	487,706	14,577	22,481	37,058	245,659	279,105	524,764	10,474	11,583	22,057
2,200- 2,399	185	169	354	813.6	272,449	257,712	530,161	14,554	17,277	31,831	287,003	274,989	561,992	13,067	12,803	25,870
2,400- 2,599	217	177	394	984.3	339,823	296,677	636,500	21,202	23,208	44,410	361,025	319,885	680,910	17,654	16,583	34,237
2,600- 2,799	212	145	357	963.5	370,521	261,749	632,270	22,864	23,877	46,741	393,385	285,626	679,011	21,125	15,947	37,072
2,800- 2,999	230	105	335	971.3	425,165	191,598	616,763	25,566	30,801	56,367	450,731	222,399	673,130	25,326	13,085	38,411
3,000- 3,999	1,354	342	1,696	5,942.1	2,973,714	707,053	3,680,767	220,334	171,608	391,942	3,194,048	878,661	4,072,709	210,210	60,624	270,834
4,000- 5,999	2,382	214	2,596	12,656.7	7,443,140	439,131	7,882,271	535,914	354,298	890,212	7,979,054	793,429	8,772,483	691,149	73,178	764,327
6,000- 7,999	1,078	62	1,140	7,810.1	4,590,582	93,794	4,684,376	620,351	247,646	867,997	5,210,933	341,440	5,552,373	584,841	41,645	626,486
8,000- 9,999	338	46	384	3,370.6	1,539,139	85,679	1,624,818	574,896	247,058	821,954	2,114,035	332,737	2,446,772	283,286	48,669	331,955
10,000-19,999	316	51	367	4,697.3	1,368,483	50,818	1,419,301	1,839,977	528,423	2,368,400	3,208,460	579,241	3,787,701	575,505	105,354	680,859
20,000 and over	51	16	67	2,231.7	161,282	8,316	169,598	1,470,404	415,732	1,886,136	1,631,686	424,048	2,055,734	435,180	108,083	543,263
Total 1967-68	7,139	2,152	9,291	43,162.2	20,364,919	3,265,850	23,630,769	5,377,677	2,142,770	7,520,447	25,742,596	5,408,620	31,151,216	2,890,073	529,117	3,419,190
1966-67	6,909	2,171	9,080	39,475.3	18,130,605	2,811,051	20,941,656	5,384,953	2,041,108	7,426,061	23,515,558	4,852,159	28,367,717	2,582,383	461,750	3,044,133



APPENDIX V—continued

7. TERRITORY OF PAPUA AND NEW GUINEA: TAXABLE AND NON-TAXABLE COMPANIES: 1967-68 INCOME YEAR (ASSESSMENT YEAR 1968-69), NUMBER OF COMPANIES TAXABLE INCOME, NET INCOME TAX ASSESSED, DIVIDENDS, TRADING STOCK ON HAND, DEPRECIABLE ASSETS, DEPRECIATION ALLOWED, NON-TAXABLE INCOME AND NET LOSS, CLASSIFIED BY INDUSTRY(a)

Industry	Number of companies	Taxable income	Net income tax assessed	Dividends		Trading stock on hand		Depreciable assets			Depreciation allowed	Non-taxable income	Net loss
				Paid	Included in assessable income	At beginning of year	At end of year	At beginning of year	Bought during year	Sold during year			
Primary production ..	179	\$'000 4,970	\$'000 1,093	\$'000 3,082	\$'000 747	\$'000 3,149	\$'000 4,054	\$'000 8,629	\$'000 3,516	\$'000 165	\$'000 1,332	\$'000 641	\$'000 1,227
Mining and quarrying ..	15	97	22	2	..	14	36	207	3	4	41	..	1,079
Manufacturing(b) ..	113	6,424	1,343	2,138	467	3,192	3,800	8,046	2,821	165	1,186	137	433
Electricity, gas, water and sanitary services ..	5	24	5	25	..	74	116	365	356	49	58	72	..
Building and construction ..	115	5,680	1,250	230	191	937	1,078	4,216	1,806	491	1,106	66	260
Transport and storage ..	112	2,404	529	267	8	136	169	6,336	3,729	643	1,684	11	180
Finance and property ..	373	4,352	406	2,243	4,623	49	54	3,160	2,155	79	321	2,028	154
Commerce ..	521	12,727	2,751	3,580	737	27,358	31,487	13,918	6,680	793	2,377	39	421
Other community and business services ..	29	253	55	75	24	9	26	572	222	116	115	27	95
Amusements, hotels, cafes ..	64	856	192	254	5	176	283	1,902	2,675	33	252	..	65
Other industries ..	5	62	14	1	..	30	31	27	30	1	7	..	1
Total 1967-68 ..	1,531	37,850	7,658	11,895	6,801	35,127	41,136	47,392	24,262	2,541	8,488	3,021	3,915
1966-67 ..	1,417	29,591	4,928	11,432	6,150	32,400	36,779	36,269	21,972	2,340	7,199	2,455	2,075

(a) Excludes companies registered but not operating.

(b) Includes 11 companies under the Industrial Development (Incentives to Pioneer Industries) Ordinance 1965.



# APPENDIX VI

## MONEY AND BANKING

(A) Information as to the total amount of currency in circulation in the Territory is not available.

(B) The foreign exchange requirements of the Territory are provided through the banking system of the Administering Authority.

(C) The rates of interest, other than on Territory Securities and Savings Certificates (of the Territory of Papua and New Guinea) and advances provided by the Papua and New Guinea Development Bank applying in the Territory at 30 June 1970, were the same as the rates applying in Australia. The rates were as set out below:

Item	Rate per annum
	Per cent
Lending rates—	
Reserve Bank of Australia—	
Rural Credits Department—	
Government guaranteed loans .. .. .	5.000
Other .. .. .	5.250
Commonwealth Development Bank of Australia .. .. .	(a) 7.250
Papua and New Guinea Development Bank .. .. .	6.750–8.750
Trading banks—	
Overdraft—(general) .. .. .	(a) 8.250
Unsecured personal loans .. .. .	(b) 6.500
Savings banks—	
Loans to Local Government Authorities .. .. .	(a) 5.875
Credit Foncier housing and mortgage loans .. .. .	(c) 5.500–7.000
Loans to co-operative building and housing societies .. .. .	(c) 5.500–6.000
Life assurance companies—Loans on own policies .. .. .	(c) 6.000–8.000
Deposit rates—	
Trading banks—Fixed deposits—	
1 month to 3 months (maximum rate) .. .. .	(d) 4.250
3 months but less than 12 months .. .. .	4.800
12 months to 18 months .. .. .	5.000
Over 18 months to 24 months .. .. .	5.300
Commonwealth Savings Bank and most private savings banks—	
Deposits ordinary accounts—	
\$1–\$10,000 .. .. .	(e) 3.750–5.000
Friendly and other society accounts—	
\$1–\$6,000 .. .. .	3.750
Over \$6,000 .. .. .	2.250
Commonwealth securities—	
Commonwealth Loans—	
Long-term .. .. .	7.000
Medium .. .. .	6.800
Short-term .. .. .	6.500
Treasury Notes (interest yield)—	
A Notes—3 months maturity .. .. .	5.407
B Notes—6 months maturity .. .. .	5.480

(a) Maximum rate. (b) Flat rate. (c) Predominant rates. (d) On deposits of \$100,000 or more only. (e) No interest is payable on amounts in excess of \$10,000.



APPENDIX VI

MONEY AND BANKING—continued

(D) The rates of interest applicable to Premium Securities are:

Date of issue	Series	Interest rate
20 April 1961 .. ..	2	5.00 per cent to 30 June 1963 5.50 per cent to 30 June 1965 thence 5.75 per cent to maturity, 1 July 1968
15 January 1962 .. ..	3	5.00 per cent to 30 June 1964 5.50 per cent to 30 June 1966 5.75 per cent to maturity, 1 July 1969
16 July 1962 .. ..	4	4.75 per cent to 31 December 1964 5.00 per cent to 31 December 1966 5.50 per cent to maturity, 1 January 1970
11 June 1963 .. ..	5	4.50 per cent to 31 December 1966 4.75 per cent to 31 December 1969 5.25 per cent to maturity, 1 January 1971
10 June 1964 .. ..	6	4.50 per cent to 31 December 1966 4.75 per cent to 31 December 1969 5.25 per cent to maturity, 1 January 1972
9 June 1965 .. ..	7	5.00 per cent to 31 December 1967 5.25 per cent to 31 December 1970 5.75 per cent to maturity, 1 January 1973
14 February 1966 ..	8	5.00 per cent to 30 September 1968 5.20 per cent to 30 September 1971 5.80 per cent to maturity, 1 October 1973
1 March 1967 .. ..	9	5.00 per cent to 30 September 1969 5.20 per cent to 30 September 1972 5.80 per cent to maturity, 1 October 1974
27 November 1967 ..	10	5.00 per cent to 31 May 1970 5.30 per cent to 31 July 1972 5.70 per cent to maturity, 1 June 1975
2 September 1968 ..	11	5.10 per cent to 31 January 1971 5.50 per cent to 31 January 1973 5.70 per cent to maturity 1 February 1976
16 June 1969 .. ..	12	5.10 per cent to 30 November 1971 5.50 per cent to 30 November 1973 5.70 per cent to maturity 1 December 1976
25 August 1969 .. ..	13	5.30 per cent to 31 January 1972 5.70 per cent to 31 January 1974 6.10 per cent to maturity, 1 February 1977
8 June 1970 .. ..	14	6.60 per cent to 31 October 1972 6.80 per cent to 31 October 1974 7.20 per cent to maturity, 1 November 1977

After three months from the date of issue\* Territory Savings Certificates could be cashed for the following amounts for each \$2 purchase price:

After the date of issue	Series 1	Series 2	Series 3
	\$	\$	\$
Within 1 year .. ..	2.00	2.00	2.00
On or after the end of 1 year but within 2 years ..	2.08	2.10	2.10
On or after the end of 2 years but within 3 years ..	2.18	2.21	2.20
On or after the end of 3 years but within 4 years ..	2.29	2.33	2.30
On or after the end of 4 years but before maturity ..	2.41	2.47	2.42
At or after maturity .. ..	2.56	2.62	2.55

\* Sales of Territory Savings Certificates ceased on 14 February 1966.

(E) There are four trading banks operating in the Trust Territory of New Guinea: namely the Commonwealth Trading Bank of Australia and three private trading banks—the Australia and New Zealand Bank Ltd, the Bank of New South Wales and the National Bank of Australasia Ltd.

The Reserve Bank of Australia has an office in Port Moresby, where in addition to carrying out normal reserve bank functions in relation to the Territory of Papua and New Guinea, it maintains a Register of Territory Inscribed Stock on behalf of the Administration.



## (F) TERRITORY OF NEW GUINEA: CLASSIFICATION OF ADVANCES OF TRADING BANKS

Classification						January 1968	July 1968	January 1969	July 1969	January 1970
						\$'000	\$'000	\$'000	\$'000	\$'000
Business Advances—										
Agriculture, grazing and dairying	..	..				2,628	3,492	2,935	2,842	2,581
Manufacturing	..	..	..	..		815	941	843	954	1,235
Transport, storage and communications				..		797	957	884	1,330	1,714
Commerce(a)	..	..	..	..		3,520	4,526	4,455	5,436	5,088
Building and construction	..	..	..	..		429	569	725	714	757
Other business(a)	..	..	..	..		1,236	1,525	1,730	1,775	1,986
Unclassified	..	..	..	..		36	127	138	190	237
Total	..	..	..	..	..	9,461	12,137	11,710	13,241	13,598
Personal Advances—										
Building or buying own home	..	..	..	..		240	265	309	325	321
Other	..	..	..	..	..	583	977	985	1,238	1,396
Total	..	..	..	..	..	823	1,242	1,294	1,563	1,717
Advances to Public Authorities, etc.						430	599	710	1,255	1,089
Total	..	..	..	..	..	10,714	13,978	13,714	16,059	16,404

(a) Finance included in Commerce for January and July 1968 only, thereafter included in Other business.



# APPENDIX VII

## COMMERCE AND TRADE

NOTE: Detailed information on the Territories' overseas trade (including by countries of origin and destination of imports and exports) is available in an annual bulletin—*Overseas Trade Statistics: Volume 1—Trade by Countries and Volume 2—Trade by Ports*—published by the Bureau of Statistics, Konedobu, Papua. Copies of these booklets for the year ended 30 June 1969 have been supplied to the Secretary-General of the United Nations.

The following tables show combined statistics for both the Territories of New Guinea and Papua.

### 1. TERRITORY OF PAPUA AND NEW GUINEA: VALUE OF OVERSEAS TRADE FOR YEARS ENDED 30 JUNE 1966 TO 1970. (\$'000)

Particulars	Year ended 30 June				
	1966	1967	1968	1969	1970(p)
Imports—					
Imports (excluding outside packages) ..	109,083	125,876	143,510	148,220	211,741
Outside packages .. ..	1,348	(a) 209	1,793	2,235	2,420
Total .. ..	110,431	126,085	145,303	150,455	214,161
Exports—					
Territory produce .. ..	43,544	45,679	59,059	64,890	71,066
Re-exports .. ..	6,286	7,541	11,191	10,354	22,680
Total .. ..	49,830	53,220	70,250	75,244	93,746
Total trade .. ..	160,261	179,305	215,553	225,699	307,907

NOTE: Separate particulars of private and Government imports and exports are not available.

(a) Only outside packages of value of \$1,000 and over were shown in this figure. All other outside packages were included with the individual commodity imported.

(p) Preliminary.

### 2. TERRITORY OF PAPUA AND NEW GUINEA: EXPORTS AND IMPORTS FOR YEAR ENDED 30 JUNE 1970—VALUE BY STATISTICAL SECTION (\$'000 f.o.b. port of shipment)

Section(a)	Exports (p)	Imports (p)
Section 0—Food and live animals .. ..	39,536	37,296
Section 1—Beverages and tobacco .. ..	31	5,493
Section 2—Crude materials (inedible) except fuels .. ..	22,093	880
Section 3—Mineral fuels, lubricants and related materials ..	20	8,754
Section 4—Animal and vegetable oils and fats .. ..	5,801	203
Section 5—Chemicals and chemical products .. ..	201	9,929
Section 6—Manufactured goods classified chiefly by material ..	3,274	39,792
Section 7—Machinery and transport equipment .. ..	12,786	80,145
Section 8—Miscellaneous manufactured articles .. ..	1,061	22,446
Section 9—Miscellaneous transactions and commodities, not elsewhere specified .. ..	8,942	6,803
Total .. ..	93,745	(b)211,741

(a) Based on Standard International Classification.

(b) Excludes outside packages.

(p) Preliminary.



3. TERRITORY OF PAPUA AND NEW GUINEA: VALUE OF IMPORTS BY COUNTRY OF ORIGIN FOR  
YEARS ENDED 30 JUNE 1969 AND 1970

(\$'000 f.o.b. port of shipment)

Country of origin(a)							1969	1970
Australia	..	..	..	..	..	..	82,165	114,209
Austria	..	..	..	..	..	..	400	64
Belgium-Luxembourg	..	..	..	..	..	..	213	221
Canada	..	..	..	..	..	..	1,162	2,982
Ceylon	..	..	..	..	..	..	341	342
China, Mainland	..	..	..	..	..	..	2,758	2,248
Czechoslovakia	..	..	..	..	..	..	207	181
Denmark	..	..	..	..	..	..	209	212
France	..	..	..	..	..	..	1,402	1,668
Germany, Federal Republic of	..	..	..	..	..	..	3,448	3,920
Hong Kong	..	..	..	..	..	..	4,760	5,607
India	..	..	..	..	..	..	215	247
Indonesia	..	..	..	..	..	..	2	92
Italy	..	..	..	..	..	..	746	1,119
Japan	..	..	..	..	..	..	17,849	26,306
Malaysia	..	..	..	..	..	..	298	343
Netherlands	..	..	..	..	..	..	913	2,022
New Zealand	..	..	..	..	..	..	841	2,607
Norway	..	..	..	..	..	..	74	74
Singapore	..	..	..	..	..	..	4,059	6,971
South Africa	..	..	..	..	..	..	115	111
Spain	..	..	..	..	..	..	32	35
Sweden	..	..	..	..	..	..	610	610
Switzerland	..	..	..	..	..	..	312	489
United Kingdom	..	..	..	..	..	..	8,574	12,313
United States of America	..	..	..	..	..	..	11,589	22,451
Union of Soviet Socialist Republics	..	..	..	..	..	..	55	86
Other and Unspecified	..	..	..	..	..	..	7,107	6,631
Total	..	..	..	..	..	..	150,455	214,161

(a) Denotes country of production irrespective of country where purchased.



APPENDIX VII—continued

4. TERRITORY OF PAPUA AND NEW GUINEA: VALUE OF EXPORTS BY COUNTRY OF DESTINATION  
FOR YEARS ENDED 30 JUNE 1969 AND 1970  
(\$'000 f.o.b. port of shipment)

Country of destination							1969	1970
Australia	..	..	..	..	..	..	29,548	41,342
Austria	..	..	..	..	..	..	2	2
Belgium-Luxembourg	..	..	..	..	..	..	727	688
Canada	..	..	..	..	..	..	461	533
Denmark	..	..	..	..	..	..	25	6
France	..	..	..	..	..	..	1,035	1,439
Germany, Federal Republic of	..	..	..	..	..	..	8,403	7,607
Hong Kong	..	..	..	..	..	..	53	99
India ..	..	..	..	..	..	..	283	1
Indonesia	..	..	..	..	..	..	2	2
Italy ..	..	..	..	..	..	..	951	209
Japan	..	..	..	..	..	..	3,732	8,560
Malaysia	..	..	..	..	..	..	15	7
Netherlands	..	..	..	..	..	..	3,869	4,389
New Zealand	..	..	..	..	..	..	477	541
Norway	..	..	..	..	..	..	5	..
Singapore	..	..	..	..	..	..	303	225
South Africa	..	..	..	..	..	..	74	64
Spain	..	..	..	..	..	..	6	3
Sweden	..	..	..	..	..	..	100	16
Switzerland	..	..	..	..	..	..	35	29
United Kingdom	..	..	..	..	..	..	18,769	15,379
United States of America	..	..	..	..	..	..	5,662	11,137
Other and Unspecified	..	..	..	..	..	..	707	1,475
Total	..	..	..	..	..	..	75,244	93,746



5. TERRITORY OF PAPUA AND NEW GUINEA: EXPORTS—QUANTITY AND VALUE OF PRINCIPAL COMMODITIES DURING YEARS ENDED 30 JUNE 1966 TO 1970

Commodity	Unit of Quantity	1966		1967		1968		1969		1970(p)	
		Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value
Copra ..	'000 cwt	1,757	\$'000 14,298	1,482	\$'000 9,994	1,510	\$'000 13,943	1,875	\$'000 14,804	1,685	\$'000 13,340
Copra oil ..	ton	21,900	5,864	23,181	5,181	24,097	6,875	20,563	5,772	21,327	5,801
Copra oil cake ..	cwt	..	725	..	659	..	530	..	589	..	607
Coffee beans ..	'000 lb	24,201	8,787	28,921	10,208	40,918	14,320	44,510	15,531	56,843	20,181
Cocoa beans ..	'000 lb	37,589	4,435	48,367	9,545	53,759	11,794	61,136	16,060	53,065	15,693
Rubber ..	'000 lb	12,071	2,576	12,745	2,481	12,621	1,956	12,893	2,276	14,244	2,858
Peanuts ..	cwt	30,659	527	32,886	521	27,513	430	30,267	469	33,051	553
Pyrethrum extract ..	lb	1,716	89	56,722	390	59,595	417	44,658	313	47,488	332
Passionfruit extract ..	'000 lb	375	174	298	112	543	202	333	122	*34,068	131
Tea ..	'000 lb	25	11	9	3	85	42	637	297	1,526	645
Timber—Logs ..	'000 super ft	26,545	884	40,023	1,372	46,991	1,715	33,496	1,177	64,412	2,528
Sawn ..	'000 super ft	5,153	812	5,143	892	6,084	947	6,987	1,119	7,239	1,232
Plywood sheets ..	'000 sq ft	17,784	1,903	21,431	2,040	25,043	2,264	24,484	2,252	26,710	2,528
Veneer (including battery veneer) ..	'000 sq ft	5,793	83	8,830	127	14,779	165	18,750	252	13,394	174
Gold ..	..	..	947	..	914	..	825	..	807	..	839
Pearls, gems ..	..	..	8	..	5	..	147	..	469	..	174
Shell ..	..	..	49	..	102	..	85	..	53	..	139
Crocodile skins ..	..	..	1,001	..	737	..	509	..	473	..	452
Native curios ..	..	..	92	..	115	..	100	..	92	..	168
Other ..	..	..	279	..	281	..	1,793	..	1,963	..	2,691
Total Territory produce	..	..	43,544	..	45,679	..	59,059	..	64,890	..	71,066
Re-exports ..	..	..	6,286	..	7,541	..	11,191	..	10,354	..	22,680
Total exports	..	..	49,830	..	53,220	..	70,250	..	75,244	..	93,746

(p) Preliminary. \* Expressed in gallons.



APPENDIX VII—continued

6. EXPORTS FROM TERRITORY OF PAPUA AND NEW GUINEA: VALUE BY PORT OF SHIPMENT FOR YEARS ENDED 30 JUNE 1966 TO 1970  
(\$'000 f.o.b. port of shipment)

Port of shipment						Year ended 30 June				
						1966	1967	1968	1969	1970(p)
Port Moresby	..	..	..	..	..	7,280	7,353	9,694	9,444	20,781
Samarai	..	..	..	..	..	1,660	1,485	1,652	1,504	1,460
Total Papua	..	..	..	..	..	8,940	8,838	11,346	10,948	22,241
Rabaul	..	..	..	..	..	17,251	18,677	24,401	28,813	28,794
Lae	..	..	..	..	..	11,497	14,878	23,160	24,937	31,337
Madang	..	..	..	..	..	8,252	7,176	7,027	6,430	6,034
Kavieng	..	..	..	..	..	2,570	2,013	2,647	2,670	3,204
Lorengau	..	..	..	..	..	309	292	407	405	424
Wewak	..	..	..	..	..	246	296	402	514	767
Bougainville-Kieta	..	..	..	..	..	764	1,050	860	527	944
Total New Guinea	..	..	..	..	..	40,889	44,382	58,904	64,296	71,504
Total Exports	..	..	..	..	..	49,829	53,220	70,250	75,244	93,745

(p) Preliminary.

7. IMPORTS INTO TERRITORY OF PAPUA AND NEW GUINEA: VALUE BY IMPORTING PORT FOR YEARS ENDED 30 JUNE 1966 TO 1970(a)  
(\$'000 f.o.b. port of shipment)

Importing port						Year ended 30 June				
						1966	1967	1968	1969	1970(p)
Port Moresby	..	..	..	..	..	40,173	47,793	(b) 58,288	53,539	60,317
Samarai	..	..	..	..	..	2,192	2,048	2,100	2,153	2,073
Total Papua	..	..	..	..	..	42,365	49,841	(b) 60,388	55,692	62,390
Rabaul	..	..	..	..	..	18,286	19,187	22,126	23,905	29,616
Lae	..	..	..	..	..	25,464	34,405	39,963	44,706	59,726
Madang	..	..	..	..	..	15,174	13,867	12,708	12,075	13,381
Kavieng	..	..	..	..	..	1,417	1,331	1,306	1,664	1,676
Lorengau	..	..	..	..	..	410	338	281	412	546
Wewak	..	..	..	..	..	5,326	6,381	5,056	4,940	5,905
Bougainville-Kieta	..	..	..	..	..	641	525	1,682	4,825	38,501
Total New Guinea	..	..	..	..	..	66,718	76,034	83,122	92,527	149,351
Total Imports	..	..	..	..	..	109,083	125,875	143,510	148,220	211,741

(a) These Import figures exclude value of outside packages. (b) Includes floating oil rig valued at \$8 million. (p) Preliminary.



8. TERRITORY OF PAPUA AND NEW GUINEA: REGISTERED LOCAL AND FOREIGN COMPANIES: NUMBER AND CAPITAL BY CATEGORY OF INDUSTRY, AT 30 JUNE 1970

Category	Incorporated as local companies		Registered as foreign companies	
	Number	Capital	Number	Capital
Commercial ..	1,401	\$A 161,731,368	217	\$A398,284,200 \$HK1,222,000 D.Fl.10,000,000 \$US17,566,500 £Stg7,737,000 \$Can.3,000,000 £Fiji2,120,000 Yen10,000,000 F.Francs30,000,000 \$NZ10,000
Industrial ..	181	33,606,800	25	\$A76,440,000 \$US5,000,000 £Stg10,000,000
Agricultural ..	276	62,021,124	11	\$A3,443,000
Mining ..	25	52,920,000	85	\$A613,368,052 D.Fl.360,000 \$US441,623,250 \$Can.6,489,627 F.Francs15,120,000 \$US Shares No Par Value 10,000
Financial ..	123	26,038,100	102	\$A398,779,684 \$US13,000,000 £Stg211,356,000
Not for gain ..	36	140,700	29	\$A4,400,100 £Stg50 \$US Shares No Par Value 10,000



## APPENDIX VII—continued

## 9. TERRITORY OF PAPUA AND NEW GUINEA: REGISTERED FOREIGN AND LOCAL COMPANIES: REGISTRATIONS AND CHANGE IN CAPITAL, BY CATEGORY OF INDUSTRY, DURING YEAR ENDED 30 JUNE 1970

Category	Registered		Increased capital		De-registered and decreased capital	
	Number	Nominal capital	Number	Nominal capital	Number	Nominal capital
<i>Foreign Companies</i>						
Commercial ..	58	\$A62,207,100 \$US12,274,000 F.Francis30,000,000 \$NZ10,000	8	\$A11,640,000 £Stg1,000,000	3	\$A160,000
Industrial ..	3	\$A20,000 \$US1,000,000	Nil	..	Nil	..
Agricultural ..	Nil	..	Nil	..	Nil	..
Mining ..	25	\$A55,190,000 \$US113,000 F.Francis15,120,000 \$US Shares No Par Value, 10,000	5	\$A12,190,000 \$US900,000	Nil	..
Financial ..	18	\$A25,040,000 £Stg35,000,000	3	\$A13,629,684 £Stg11,000,000	Nil	..
Not for gain ..	5	\$US Shares No Par Value, 10,000	Nil	..	Nil	..
Total ..	109	\$A142,457,100 \$US13,387,000 F.Francis45,120,000 \$NZ10,000 £Stg35,000,000 \$US Shares No Par Value, 20,000	16	\$A37,459,684 \$US900,000 £Stg12,000,000	3	\$A160,000
<i>Local Companies</i>						
Commercial ..	288	\$A11,730,000	9	\$A2,145,000	2	\$A30,000
Industrial ..	7	\$A115,000	3	\$A1,010,000	1	\$A20,000
Agricultural ..	11	\$A540,000	1	\$A230,000	Nil	..
Mining ..	5	\$A40,000	1	\$A90,000	2	\$A400,000
Financial ..	13	\$A10,573,100	Nil	..	1	\$A500,000
Not for gain ..	1	..	Nil	..	1	..
Total ..	325	\$A22,998,100	14	\$A3,475,000	7	\$A950,000



10. TERRITORY OF PAPUA AND NEW GUINEA: LOCAL AND FOREIGN COMPANIES: SUMMARY OF  
NUMBER OF COMPANIES AND NOMINAL CAPITAL, AT 30 JUNE 1969 AND 1970

	30 June 1969	30 June 1970
Number of local companies .. ..	1,725	2,043
Nominal capital of local companies .. ..	\$A310,934,992	\$A336,458,092
Number of foreign companies .. ..	363	469
Nominal capital of foreign companies—		
Australia .. ..	\$A1,314,958,252	\$A1,494,715,036
United States of America .. ..	\$US462,902,750	\$US477,189,750
Sterling area excluding Hong Kong .. ..	£Stg.182,093,050	£Stg.229,093,050
Hong Kong .. ..	\$HK.1,222,000	\$HK.1,222,000
Canada .. ..	\$Can.9,489,627	\$Can.9,489,627
Netherlands .. ..	D.Fl.10,360,000	D.Fl.10,360,000
Fiji .. ..	\$Fiji2,120,000	\$Fiji2,120,000
France .. ..	F. Francs Nil	F. Francs45,120,000
New Zealand .. ..	\$NZNil	\$NZ10,000
Japan .. ..	Yen10,000,000	Yen10,000,000
Shares of no par value .. ..	Nil	\$US20,000 shares



# APPENDIX VIII

## AGRICULTURE

### 1. LAND TENURE AT 30 JUNE 1970

Tenure	Hectares	Hectares	Hectares
Total area of New Guinea .. .. .	..	..	23,869,237
Freehold land owned by non-indigenous persons ..	..	207,012	..
Freehold land under tenure conversion .. .. .	..	1,113	..
Administration land—			
Leases under Land Ordinance(a) .. .. .	205,849	..	..
Native reserves .. .. .	10,852	..	..
Other (including land reserved for public purposes and available for leasing)(b) .. .. .	351,528	..	..
Total Administration land .. .. .	..	568,229	..
Alienated land .. .. .	..	..	776,354
Unalienated land .. .. .	..	..	23,092,883

(a) Includes 3,761 hectares leased to New Guineans during the year.  
native land during the year.

(b) Includes 794 hectares declared as

### 2. LAND HELD UNDER LEASE AT 30 JUNE 1970

Class of lease	Number of leases	Area in hectares
Agricultural .. .. .	3,552	133,946
Dairying .. .. .	6	526
Pastoral .. .. .	24	38,996
Residence and business .. .. .	7,771	7,907
Special .. .. .	904	18,630
Mission .. .. .	1,364	5,292
Town sub-division .. .. .	11	552
Total .. .. .	13,632	205,849



3. LEASES GRANTED DURING 1969-1970 BY CLASS OF LEASE AND DISTRICT  
(Areas in hectares)

Class of lease	Chimbu		Eastern Highlands		Western Highlands		West New Britain		Morobe		East New Britain		Manus		Madang		East Sepik		Bougainville		New Ireland		West Sepik		Total	
	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area
Agricultural ..	2	388.498	7	640.560	7	456.940	416	3,136.437	7	191.568	..	..	..	..	2	33.395	9	328.640	5	246.600	2	269.750	..	..	457	5,692.388
Mission ..	3	4.948	10	18.123	19	20.171	6	19.408	3	9.936	..	..	..	..	2	34.200	3	8.280	3	84.700	1	6.160	3	18.140	53	224.066
Pastoral ..	..	..	..	..	..	..	..	..	3	2,964.326	..	..	..	..	..	..	..	..	..	..	..	..	..	..	3	2,964.326
Residence and business Administration purposes ..	2	0.330	35	5.146	69	26.465	41	8.686	129	16.188	13	1.455	2	1.276	17	1.566	51	5.738	44	39.286	10	1.912	3	2.858	416	110.906
Special purposes ..	10	9.181	79	130.506	70	431.923	2	33.520	15	2,002.465	4	0.826	3	3.205	27	170.085	47	86.326	38	8.026	17	53.438	9	4.106	321	2,933.607
Town Sub-division ..	..	..	1	10.020	2	19.240	..	..	3	3.210	2	0.130	..	..	..	..	1	0.238	..	..	..	..	..	..	9	32.838
Housing Commission	..	..	..	..	..	..	..	..	1	2.000	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1	2.000
	..	..	..	..	..	..	2	0.136	185	18.502	2	0.071	..	..	61	6.098	..	..	..	..	..	..	..	..	250	24.807
L.G.C.—																										
(A) Business and residence ..	..	..	5	0.500	2	0.962	1	0.080	..	..	..	..	..	..	1	0.023	..	..	..	..	..	..	..	..	9	1.565
(B) Special purposes	7	2.083	5	12.139	4	8.317	3	6.270	1	3.680	1	0.400	1	4.500	3	10.482	3	8.900	..	..	1	0.980	4	3.906	33	61.657
(C) Agricultural ..	..	..	..	..	..	..	..	..	1	32.400	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1	32.400
Total ..	24	405.040	142	816.994	173	964.018	471	3,204.537	348	5,244.275	22	2.882	6	8.981	113	255.849	114	438.122	90	378.612	31	332.240	19	29.010	1,553	12,080.560



4. LEASES GRANTED DURING 1969-70 BY CLASS OF LEASE AND CLASS OF LESSEE  
(Area in hectares)

Class of Lease	Indigenous persons		Non-indigenous persons		Required for Administration purposes		Missions		Housing Commission		Town Sub-division		Local Government Councils		Total	
	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area
Agricultural ..	436	3,754.66	21	1,937.73	..	..	..	..	..	..	..	..	1	32.40	458	5,724.79
Pastoral ..	..	..	3	2,964.32	..	..	..	..	..	..	..	..	..	..	3	2,964.32
Business and residence	45	2.89	371	108.01	..	..	..	..	..	..	..	..	9	1.57	425	112.47
Special purposes ..	1	3.00	8	29.84	..	..	..	..	..	..	..	..	33	61.65	42	94.49
Mission ..	..	..	..	..	..	224.07	53	224.07	..	..	..	..	..	..	53	224.07
Administration purposes	..	..	..	..	321	2,933.61	..	..	..	..	..	..	..	..	321	2,933.61
Housing Commission ..	..	..	..	..	..	..	..	..	250	24.81	..	..	..	..	250	24.81
Electricity Commission	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Town Sub-division ..	..	..	..	..	..	..	..	..	..	..	1	2.00	..	..	1	2.00
Total ..	482	3,760.55	403	5,039.90	321	2,933.61	53	224.07	250	24.81	1	2.00	43	95.62	1,553	12,080.56



## 5. AREA OF PRINCIPAL CROPS AND CROP PRODUCTION FOR YEARS ENDED 30 JUNE 1964 TO 1969(a)

Crop				Area under crops (hectares)			Quantity of production (tons)		
				Indigenous	Non-Indigenous	Total	Indigenous	Non-Indigenous(b)	Total
Coconuts—									
1964	..	..	..	79,990	93,078	173,068	22,092	78,523	100,615
1965	..	..	..	96,318	91,765	188,083	26,654	79,715	106,369
1966	..	..	..	97,503	92,932	190,435	29,610	85,119	114,729
1967	..	..	..	101,893	94,469	196,362	27,561	76,426	103,987
1968	..	..	..	111,254	95,772	207,026	32,027	82,166	114,193
1969	..	..	..	113,042	96,223	209,265	35,516	79,456	114,972
Cocoa—									
1964	..	..	..	10,491	41,184	51,675	4,084	11,569	15,653
1965	..	..	..	11,963	42,640	54,603	5,069	14,456	19,525
1966	..	..	..	12,869	44,893	57,762	4,083	14,710	18,793
1967	..	..	..	13,550	46,390	59,940	4,904	15,094	19,998
1968	..	..	..	14,491	48,106	62,597	5,485	17,976	23,461
1969	..	..	..	16,415	49,804	66,219	5,778	17,086	22,864
Coffee—									
1964	..	..	..	11,277	4,119	15,396	n.a.	3,643	3,643
1965	..	..	..	13,143	4,686	17,829	3,841	3,725	7,566
1966	..	..	..	15,705	5,153	20,858	6,657	4,205	10,862
1967	..	..	..	17,606	5,525	23,131	10,290	5,530	15,820
1968	..	..	..	17,775	5,625	23,400	9,410	5,193	14,603
1969	..	..	..	18,597	5,585	24,182	14,705	6,159	20,864
Pyrethrum—									
1964	..	..	..	264	..	264	6	..	6
1965	..	..	..	664	..	664	140	..	140
1966	..	..	..	1,217	..	1,217	248	..	248
1967	..	..	..	1,394	..	1,394	521	..	521
1968	..	..	..	1,060	..	1,060	428	..	428
1969	..	..	..	1,469	..	1,469	371	..	371
Rubber—									
1964	..	..	..	8	119	127	..	n.a.	..
1965	..	..	..	8	163	171	..	n.a.	..
1966	..	..	..	32	494	526	..	n.a.	..
1967	..	..	..	75	641	716	1	21	22
1968	..	..	..	110	555	665	..	n.a.	..
1969	..	..	..	122	614	736	..	..	..

(a) Non-indigenous figures refer to year ended 31 March for the years prior to 1968. during the year from sources outside non-indigenous holdings.

(b) Includes all produce acquired by purchase



# APPENDIX IX

## LIVESTOCK

### 1. CATTLE NUMBERS BY DISTRICT AND TYPE OF OWNERS: 1965-66 TO 1969-70

District	Owner	1965-66	1966-67	1967-68	1968-69	1969-70
East Sepik .. .. .	Administration ..	138	387	708	1,122	1,173
	Indigenous ..	309	416	500	777	1,359
	Expatriate ..	1,333	1,248	1,332	1,505	1,685
	Total ..	1,780	2,051	2,540	3,404	4,217
West Sepik .. .. .	Administration ..	(b)	(b)	..	1	..
	Indigenous ..			158	190	250*
	Expatriate ..			312	292	350*
	Total ..	..	..	470	483	600
Western Highlands .. ..	Administration ..	1,976	2,567	3,464	4,022	4,200*
	Indigenous ..	413	616	618	656	900*
	Expatriate ..	1,250	1,415	1,578	1,767	2,000*
	Total ..	3,639	4,598	5,660	6,445	7,100
Eastern Highlands .. ..	Administration ..	540	533	743	862	697
	Indigenous ..	944	709	800	1,095	1,692
	Expatriate ..	2,216	1,887	2,585	2,507	3,299
	Total ..	3,700	3,129	4,128	4,464	5,688
Chimbu .. .. .	Administration ..	(a)	5	..	4	5
	Indigenous ..		260	333	364	548
	Expatriate ..		387	400	366	387
	Total ..	..	652	733	734	940
Madang .. .. .	Administration ..	45	73	88	72	63
	Indigenous ..	101	145	195	208	260
	Expatriate ..	3,454	3,811	4,107	4,612	4,341
	Total ..	3,600	4,029	4,390	4,892	4,664
Morobe .. .. .	Administration ..	1,115	1,341	1,267	1,405	1,603
	Indigenous ..	947	1,164	1,421	1,882	2,200
	Expatriate ..	17,979	20,676	25,253	29,036	33,108
	Total ..	20,041	23,181	27,941	32,323	36,911
West New Britain .. ..	Administration ..	..	..	..	..	..
	Indigenous ..	..	..	12	..	320
	Expatriate ..	..	..	100	137	..
	Total ..	..	..	112	137	320
East New Britain .. ..	Administration ..	210	193	195	215	260
	Indigenous ..	27	18	..	..	..
	Expatriate ..	605	1,035	685	1,044	773
	Total ..	842	1,246	880	1,259	1,033
Bougainville .. .. .	Administration ..	33	31	40	52	38
	Indigenous ..	19	25	15	47	99
	Expatriate ..	176	328	301	334	377
	Total ..	228	384	356	433	514
New Ireland .. .. .	Administration ..	..	..	5	..	5
	Indigenous ..	..	..	..	..	..
	Expatriate ..	894	564	566	805	1,286
	Total ..	894	564	571	805	1,291



## 1. CATTLE NUMBERS BY DISTRICT AND TYPE OF OWNERS: 1965-66 TO 1969-70—continued

District				Owner	1965-66	1966-67	1967-68	1968-69	1969-70
Manus	..	..	..	Administration	34	39	36	40	40
				Indigenous	6	11	13	27	20
				Expatriate	150	48	194	35	210
				Total	190	98	243	102	270
Total	..	..	..	Administration	4,091	5,169	6,546	7,795	8,084
				Indigenous	2,766	3,364	4,065	5,246	7,648
				Expatriate	28,057	31,399	37,413	42,440	47,816
				Total	34,914	39,932	48,024	55,481	63,548

(a) Previously included in Eastern Highlands District.

(b) Previously included in East Sepik District.

\* Estimate figures.

## APPENDIX X

## FISHERIES

## 1. QUANTITY AND VALUE OF SHELL EXPORTED DURING YEARS ENDED 30 JUNE 1965 TO 1969

Particulars				1965	1966	1967	1968	1969
Shell—								
Green Snail—								
Quantity	..	..	cwt	170	139	382	477	239
Value	..	..	\$	4,262	3,594	7,811	12,825	6,079
Trochus—								
Quantity	..	..	cwt	4,199	2,797	6,913	(b)5,472	4,080
Value	..	..	\$	40,512	23,412	64,137	44,467	27,148
Mother-of-Pearl—								
Quantity	..	..	cwt	68	99	144	114	75
Value	..	..	\$	1,770	2,986	3,643	3,431	2,086
Other—								
Quantity	..	..	cwt	..	..	..	(a)531	(a)76
Value	..	..	\$	..	1,378	1,914	(a)4,945	(a)1,670

(a) Turtle shells. (b) Revised figure.

NOTE: 1970 figures are not yet available.



# APPENDIX XI

## FORESTS

### 1. CLASSIFICATION OF FOREST AREAS AT 30 JUNE 1970

Particulars	Area	Remarks
	Hectares	
1. Reservations—		1.
(a) Territorial forests .. ..	11,506	(a) This area is in the Wau-Bulolo Valley.
(b) Timber reserves .. ..	..	
2. Other Administration land—		2.
(c) Acquired for forestry purposes ..	31,961	(c) This area may vary from year to year as areas are de- dicated and others are acquired.
(d) Timber rights purchased ..	1,428,646	(d) Area will vary as rights expire and new rights are ac- quired.
(e) Land under permits and licences not elsewhere included	49,893	(e) Includes permits and licences granted over land being cleared for agricultural development.
3. Total estimated forest area .. ..	20,235,000	

### 2. SILVICULTURE: OPERATIONS FOR YEARS ENDED 30 JUNE 1966 TO 1970

Particulars	1966	1967	1968	1969	1970
Area of plantation established—	Hectares	Hectares	Hectares	Hectares	Hectares
<i>Araucaria</i> spp. (hoop, klinkii pines) ..	4,603	4,984	5,544	5,928	6,412
Teak .. ..	535	612	708	898	964
Kamarere .. ..	316	318	327	343	406
Miscellaneous .. ..	242	283	463	976	1,552
Total .. ..	5,695	6,197	7,042	8,145	9,334
Plantation area improved or regenerated ..	1,077	1,151	1,191	1,191	1,191



## 3. AREAS UNDER EXPLOITATION AT 30 JUNE 1970

District	Private				Total area
	Permits		Licences		
	Number	Area	Number	Area	
		Hectares		Hectares	
East and West Sepik ..	4	317,549	1	1,822	319,371
Western Highlands ..	9	6,587	..	..	6,587
Eastern Highlands ..	6	7,768	1	40	7,808
Madang .. ..	1	2,428	1	1,740	4,168
Morobe .. ..	15	59,961	1	1,715	61,676
East and West New Britain ..	14	197,277	23	47,595	244,872
Bougainville .. ..	3	54,391	..	..	54,391
New Ireland .. ..	2	1,456	3	276	1,732
Manus .. ..	..	..	..	..	..
Total .. ..	54	647,417	30	53,188	700,605

4. ANNUAL TIMBER YIELD FOR YEARS ENDED 30 JUNE 1966 TO 1970  
(’000 super feet)

Species	1966	1967	1968	1969	1970
Hardwood .. ..	87,050	72,363	120,788	107,041	144,846
Softwood .. ..	22,770	38,062	30,561	29,605	29,557
Total .. ..	109,820	110,425	151,348	136,646	174,403



5. NUMBER OF PERSONS EMPLOYED IN FORESTRY AND ASSOCIATED SAWMILLS(a) BY DISTRICT  
AT 30 JUNE 1970

District	Number of establish- ments	Number of persons employed(b)			Total
		Europeans	Local officers and employees	Other indigenous	
East Sepik .. ..	3	2	4	..	6
West Sepik .. ..	1	..	1	..	1
Western Highlands .. ..	9	8	15	172	195
Eastern Highlands .. ..	4	3	17	74	94
Chimbu .. ..	2	..	4	2	6
Madang .. ..	3	2	7	17	26
Morobe District .. ..	6	76	196	879	1,151
West New Britain .. ..	1	4	12	..	16
East New Britain .. ..	2	23	23	116	162
Bougainville .. ..	1	..	1	..	1
Southern Highlands .. ..	6	2	7	..	9
Central District .. ..	7	80	84	141	305
Northern District .. ..	1	..	2	..	2
Milne Bay .. ..	1	..	1	..	1
Total .. ..	47	200	374	1,401	1,975
Department of Forests(c) ..	..	186	1,732	..	1,918

(a) Includes logging and other related forestry operations but excludes sawmills not associated with logging operations. (b) Excludes part-time contractors. (c) Includes staff engaged in management and silvicultural operations.

6. SAWN TIMBER PRODUCTION FOR YEARS ENDED 30 JUNE 1966 TO 1970  
(’000 super feet)

Species	1966	1967	1968	1969	1970
Hardwood .. ..	19,604	13,252	21,038	22,388	23,047
Softwood .. ..	7,497	8,152	9,108	10,856	9,908
Total .. ..	27,101	21,404	30,146	33,244	32,955

7. EXPORTS OF TIMBER AND TIMBER PRODUCTS: QUANTITY AND VALUE FOR YEARS ENDED  
30 JUNE 1966 TO 1970

Item	1966	1967	1968	1969	1970
Timber—					
Logs—					
’000 super ft .. ..	26,511	40,018	44,166	42,248	79,594
Value \$’000 .. ..	877	1,371	1,635	1,164	2,436
Sawn—					
’000 super ft .. ..	5,134	5,205	5,906	6,738	6,510
Value \$’000 .. ..	807	884	1,516	1,081	1,131
Plywood—					
’000 sq ft x $\frac{3}{16}$ in .. ..	17,784	21,430	25,043	23,370	26,697
Value \$’000 .. ..	1,903	2,040	2,264	2,214	2,531
Veneer sheets—					
’000 sq ft x $\frac{1}{16}$ in .. ..	5,793	8,830	11,309	16,940	11,461
Value \$’000 .. ..	83	127	120	217	135
Battery veneer—					
’000 sq ft x $\frac{1}{16}$ in .. ..	..	..	3,470	2,842	1,888
Value \$’000 .. ..	..	..	45	36	33
Total value \$’000 .. ..	3,670	4,422	5,580	4,712	6,266



## APPENDIX XII

### MINERAL RESERVES

#### 1. AREA OF MINERAL CLAIMS AND LEASES HELD AT 30 JUNE 1970 (Hectares)

Section of population	Claims	Mining leases	Total
Indigenous .. .. .	(a) 971	132	1,103
Non-indigenous .. .. .	2,635	5,034	7,669
Total .. .. .	3,606	5,166	8,772

(a) Additional natural drainage areas without demarcation boundaries have been pegged by groups of indigenous people for alluvial mining. Statistics of these areas are not available.

#### 2. MINES BY PRINCIPAL MINERAL EXTRACTED AND OWNERSHIP AT 30 JUNE 1970

Nationality of owner or operator	Principal mineral extracted	Number of mines
Indigenous—Registered claims(a) .. .. .	Gold	371
Non-indigenous—		
Incorporated mining companies—		
Registered in New Guinea .. .. .	Gold	4
	Copper	1
	Limestone	1
Registered in Australia .. .. .	Gold	3
Registered in Canada .. .. .	Gold	1
Unincorporated mine operators(b) .. .. .	Gold	13
	Limestone	1
Total .. .. .	..	395

(a) A further 392 individual indigenous producers operated unregistered claims. Approximately 3,563 indigenous people are estimated to have been engaged in these operations at the end of the year. One thousand nine hundred and thirty separate parcels were declared by indigenous people. (b) Particulars of nationality are not available.

#### 3. MINT RETURNS OF ACTUAL QUANTITY AND VALUE OF MINERALS PRODUCED DURING YEARS ENDED 30 JUNE 1965 TO 1970

Year	Gold		Platinum		Silver		Copper	
	Fine ounce	Value	Fine ounce	Value	Fine ounce	Value	Fine ounce	Value
		\$		\$		\$		\$
1965 ..	33,704	1,053,244	4.52	294	20,693	22,634	} n.a.	} n.a.
1966 ..	29,591	924,708	..	..	18,880	20,543		
1967 ..	28,566	892,671	0.224	21	17,496	19,954		
1968 ..	26,360	823,749	..	..	17,703	30,440		
1969 ..	25,802	806,307	..	..	17,133	29,612		
1970 ..	25,509	797,155	0.042	5	17,681	26,777	.9863	1,400

#### 4. PROSPECTING AUTHORITIES HELD AT 30 JUNE 1970

Mineral	Number of authorities	Area
Copper, gold, etc. .. .. .	59	square miles 29,973
Limestone and bentonite .. .. .	3	76
Total .. .. .	62	30,049



5. PETROLEUM PROSPECTING PERMITS CURRENT AT 30 JUNE 1970

Particulars	Number of permits	Area
Petroleum prospecting permits .. .. .	2	Square miles 18,810

6. NUMBER OF PERSONS ENGAGED IN MINING INDUSTRY DURING YEARS ENDED 30 JUNE 1969 AND 1970

Type of mining			1969			1970		
			Indigenous	Non-indigenous	Total	Indigenous	Non-indigenous	Total
Underground .. ..	..	..	160	32	192	12	3	15
Surface .. ..	..	..	4,402	280	4,682	5,196	732	5,928
Oil prospecting .. ..	..	..	153	29	182	163	17	180
Total .. ..	..	..	4,715	341	5,056	5,371	752	6,123

NOTE: Figures exclude persons engaged in non-mining ancillary activities.

7. ACCIDENTS INVOLVING BODILY INJURY TO WORKERS IN MINES DURING YEAR ENDED 30 JUNE 1970

Cause of accident			Indigenous			Non-indigenous			Total		
			Surface	Under-ground	Total	Surface	Under-ground	Total	Surface	Under-ground	Total
Electricity .. ..	..	..	..	..	..	1	..	1	1	..	1
Explosives .. ..	..	..	1	..	1	..	..	..	1	..	1
Falls of earth .. ..	..	..	9	..	9	12	..	12	21	..	21
Plant and machinery .. ..	..	..	30	..	30	16	..	16	46	..	46
Other .. ..	..	..	22	1	23	37	1	38	59	2	61
Total .. ..	..	..	62	1	63	66	1	67	128	2	130



# APPENDIX XIII

## INDUSTRIAL PRODUCTION

### 1. TERRITORY OF PAPUA AND NEW GUINEA: GENERAL SUMMARY OF FACTORY STATISTICS

Particulars	1965-66	1966-67	1967-68	1968-69 (a)	Factories commencing operation during 1968-69
	Number	Number	Number	Number	Number
Factories.. .. .	407	479	556	614	67
Persons employed(b)	10,381	10,994	11,420	13,287	687
Indigenous—					
Males .. .	8,375	8,825	9,162	10,785	526
Females .. .	243	291	176	171	4
Non-indigenous—					
Males .. .	1,568	1,625	1,799	1,984	138
Females .. .	195	253	285	347	19
\$'000					
Salaries and wages paid(c) .. .	8,787	10,146	12,265	14,016	723
Value of—					
Output .. .	48,334	55,624	65,821	75,231	2,722
Materials used(d) .. .	25,336	28,875	34,152	38,382	} 2,139
Power, fuel and light(e) .. .	1,452	1,661	1,703	1,806	
Production(f) .. .	21,547	25,088	29,968	35,043	1,306
Land and buildings(g) .. .	11,803	14,153	17,212	19,852	1,320
Plant and machinery(g) .. .	11,611	13,689	20,831	24,206	730

*Definition:* For statistical purposes a factory is defined as any establishment where manufacturing, treating, repairing or preparing any article or substance is carried out and where four or more persons are employed or power, other than manual is used.

(a) Preliminary, subject to revision. It should be noted that much of the apparent increase has been due to improved administrative procedures resulting in 23 factories which were already operating prior to 30 June 1968, reporting their activities for the first time during 1968-69. Employment in these factories was 298 persons; salaries and wages paid \$340,960 and value of production \$530,708. (b) Including working proprietors. Figures prior to 1967-68 are of employment averaged over the period worked. Later figures are of employment averaged over the full year. For example, a factory employing 10 people for 6 months has an average employment of 10 over the period worked, but 5 over the whole year. (c) Excluding drawings of working proprietors. (d) Includes repairs and replacements and cost of containers. (e) Includes lubricating oil and water. (f) Value added to materials by the process of manufacture. (g) Includes estimated values for rented premises and machinery.

### 2. GENERATION OF ELECTRIC ENERGY: INSTALLED CAPACITY AND PRODUCTION AT 30 JUNE 1965 TO 1970

Capacity and production	1966	1967	1968	1969	1970
Installed capacity—	Megawatts	Megawatts	Megawatts	Megawatts	Megawatts
Hydro-electric .. .	6.02	6.00	6.00	6.00	6.00
Thermo-electric .. .	11.78	13.40	13.49	16.75	17.58
Total .. .	17.80	19.40	19.49	22.75	23.58
Production—	Million kWh	Million kWh	Million kWh	Million kWh	Million kWh
Hydro-electric .. .	17.76	15.70	31.90	39.22	42.51
Thermo-electric .. .	31.04	37.60	30.18	35.89	43.48
Total .. .	48.80	53.30	62.08	75.11	85.99



# APPENDIX XIV

## CO-OPERATIVES

### 1. DETAILS OF CO-OPERATIVE SOCIETIES FOR YEARS ENDED 31 MARCH 1965 TO 1969

#### Primary organisations

Year	Societies	Members	Capital	Turnover			
				Store	Copra	Other	Total
	Number	Number	\$	\$	\$	\$	\$
1965 .. ..	(a) 153	67,563	1,020,842	804,566	416,386	1,266,624	2,487,576
1966 .. ..	(b) 155	74,047	1,222,804	983,045	567,819	1,854,822	3,405,686
1967 .. ..	(c) 163	79,863	1,335,885	976,997	470,923	1,878,516	3,326,436
1958 .. ..	165	78,176	1,535,498	1,156,148	456,417	2,156,974	3,769,539
1969 .. ..	171	97,097	1,714,247	1,397,762	674,608	2,472,027	4,544,397

(a) In addition there was one territorial service society with 11 members in Papua and New Guinea with a capital of \$18,332 and turnover of \$648. (b) In addition there was one Territorial service society with 13 members in Papua and New Guinea, with a capital of \$19,106 and turnover of \$1,340. (c) In addition there was one Territorial service society with 15 members in Papua and New Guinea with a capital of \$28,235 and turnover of \$2,094.

#### Secondary organisations(a)

Year				Associations	Member societies	Total capital	Total turnover
						\$	\$
1965 .. ..	..	..	..	7	118	327,112	673,444
1966 .. ..	..	..	..	7	126	330,014	616,685
1967 .. ..	..	..	..	(b) 7	123	339,652	648,140
1968 .. ..	..	..	..	7	123	347,764	781,980
1969 .. ..	..	..	..	7	125	413,363	1,094,543

(a) Associations operating as procurement and marketing agencies for member societies. (b) In addition there was one shipping association with 38 member societies and a capital of \$28,000.

#### Service Organisations

Year				Societies	Members and member societies	Total capital	Total turnover
				Number	Number	\$	\$
1965 .. ..	..	..	..	1	11	18,332	648
1966 .. ..	..	..	..	1	13	19,106	632
1967 .. ..	..	..	..	(a) 2	53	56,235	2,094
1968 .. ..	..	..	..	(b) 3	173	77,944	14,877
1969 .. ..	..	..	..	(b) 3	278	101,306	68,372

(a) Includes one society operating throughout the Territory of Papua and New Guinea. (b) Includes two societies operating throughout the Territory of Papua and New Guinea.



## 2. CO-OPERATIVE SOCIETIES SHOWING MEMBERS, CAPITAL AND TURNOVER FOR YEAR ENDED 31 MARCH 1969

Type	Number of societies	Total membership	Total capital	Turnover				Rebates to members	Total fixed assets
				Store	Copra	Other	Total		
Primary organisations—			\$	\$	\$	\$	\$	\$	\$
Consumer ..	12	4,731	72,710	201,161	..	..	201,161	7,609	17,220
Producer ..	41	15,101	288,151	6,734	156,807	619,182	782,723	94,950	136,777
Dual purpose ..	105	73,887	1,315,247	1,189,867	517,801	1,852,845	3,560,513	70,693	606,357
Inactive ..	13	3,360	38,139	..	..	..	..	..	5,254
Total ..	171	97,079	1,714,247	1,397,762	674,608	2,472,027	4,544,397	173,252	765,608
Secondary organisations—									
Associations ..	7	126	413,363	1,071,678	..	22,865	1,094,543	1,036	247,202
Service organisations ..	(a) 3	278	101,306	..	..	68,372	68,372	2,850	151,324

(a) Includes two organisations with operations in Papua.

## 3. PRIMARY ORGANISATIONS: ACTIVITY IN EACH DISTRICT DURING YEAR ENDED 31 MARCH 1969

District	Societies	Members	Capital	Turnover				Fixed assets
				Store	Copra	Other	Total	
			\$	\$	\$	\$	\$	\$
East Sepik ..	19	19,071	192,108	103,734	85,323	238,809	427,866	49,399
Western Highlands ..	1	2,100	28,083	29,237	..	109,321	138,558	14,487
Eastern Highlands ..	1	1,504	5,709	..	..	5,899	5,899	7,115
Chimbu ..	1	18,642	298,590	324,738	..	973,948	1,298,686	275,293
Madang ..	16	4,651	82,675	44,689	22,858	3,324	70,871	9,751
Morobe ..	12	19,925	314,920	177,721	69,808	434,640	682,169	139,975
West New Britain ..	15	3,105	81,694	175,870	46,950	96,438	319,258	23,596
East New Britain ..	18	8,546	151,885	119,159	22,576	2,421	144,156	65,542
Bougainville ..	21	6,442	229,227	216,571	141,832	564,929	923,332	94,291
New Ireland ..	53	9,765	226,349	83,477	231,776	41,205	356,458	63,802
Manus ..	14	3,328	103,007	122,566	53,485	1,093	177,144	22,357
Total ..	171	97,079	1,714,247	1,397,762	674,608	2,472,027	4,544,397	765,608

## 4. SECONDARY ORGANISATIONS: ACTIVITY IN EACH DISTRICT DURING YEAR ENDED 31 MARCH 1969

District	Associations	Member societies	Capital	Turnover	Fixed assets
			\$	\$	\$
East Sepik ..	1	17	49,882	103,447	30,965
Madang ..	1	15	47,598	55,431	18,659
East New Britain ..	1	18	63,590	289,350	42,632
Bougainville ..	1	12	33,686	172,093	13,613
New Ireland ..	1	46	106,381	103,950	51,163
Manus ..	1	13	51,921	147,085	30,855
Total ..	6	121	353,058	871,356	187,887



# APPENDIX XV

## TRANSPORT AND COMMUNICATIONS

### 1. TERRITORY OF NEW GUINEA: LIST OF POST OFFICES AT 30 JUNE 1970

#### (a) Official Offices

1. Buin	8. Kimbe	15. Mount Hagen
2. Buka (previously Sohano)	9. Kokopo	16. Panguna
3. Bulolo	10. Kundiawa	17. Rabaul
4. Goroka	11. Lae	18. Talasea
5. Kainantu	12. Lorengau	19. Vanimu
6. Kavieng	13. Madang	20. Wau
7. Kieta	14. Maprik	21. Wewak

#### (b) Agency Offices\*

1. Aitape	14. Garaina	27. Matupit
2. Alexishafen	15. Gembogl	28. Milfordhaven
3. Ambunti	16. Gumine	29. Minj
4. Angoram	17. Kabwum	30. Mumeng
5. Asaro	18. Kaiapit	31. Namatanai
6. Banz	19. Kandrian	32. Pomio
7. Bogia	20. Kerevat	33. Saidor
8. Buambub	21. Kerowagi	34. Tinputz
9. Bulae	22. Kwalakessi	35. Toboi
10. Bundi	23. Laiagam	36. Ukarumpa
11. Chuave	24. Lumu	37. Wabag
12. Ewasse	25. Malabunga	38. Wapenamanda
13. Finschhafen	26. Malahang	39. West Goroka

\* Includes those offices previously designated 'Non-official Post Offices' which are now included in the category 'Agency Post Offices'.

### 2. POSTAL ARTICLES HANDLED DURING YEARS 1968-69 AND 1969-70

Particulars	1968-69	1969-70
Letters—		
Posted .. .. .	8,649,201	10,361,378
Delivered .. .. .	7,457,296	9,104,352
Redespached .. .. .	2,825,234	3,716,212
Packets—		
Posted .. .. .	1,072,378	1,316,017
Delivered .. .. .	2,157,323	2,672,175
Redespached .. .. .	1,195,334	1,505,783
Registered Articles—		
Posted .. .. .	117,528	143,742
Delivered .. .. .	140,585	164,700
Redespached .. .. .	41,207	51,085
Registered and Insured Parcels		
Posted .. .. .	8,023	9,296
Delivered .. .. .	19,107	22,781
Redespached .. .. .	10,608	15,182
Cash on Delivery—		
Posted .. .. .	419	312
Delivered .. .. .	7,849	510
Redespached .. .. .	4,854	147
Ordinary Parcels—		
Posted .. .. .	72,014	99,811
Delivered .. .. .	160,465	196,027
Redespached .. .. .	71,069	105,977
Surcharged Parcels—		
Delivered .. .. .	84	151
Dutiable Parcels (assessed by Post Office staff)—		
Delivered .. .. .	1,719	1,811
Dutiable Parcels (assessed by Customs)—		
Delivered .. .. .	16,852	16,460
Redespached .. .. .	5,229	4,839
Total number of postal articles handled .. .. .	24,034,378	29,508,748



3. TELEPHONE SERVICES AT 30 JUNE 1969 AND 1970

Exchange location	30 June 1969(a)		30 June 1970	
	Line capacity	Subscribers	Line capacity	Subscribers
<i>Automatic Exchanges—</i>				
Boram .. .. .	100	83	150	93
Bulolo .. .. .	100	34	100	34
Kavieng .. .. .	..	..	200	143
Kokopo .. .. .	100	52	100	55
Lae .. .. .	1,400	1,184	1,600	1,493
Madang .. .. .	800	554	800	581
Rabaul .. .. .	1,400	983	1,400	1,233
Toleap.. .. .	100	51	100	61
Wau .. .. .	200	130	200	134
Kerevat .. .. .	..	..	50	..
Banz .. .. .	..	..	50	13
Kagamuga .. .. .	..	..	100	29
Mnij .. .. .	..	..	50	..
Total .. .. .	4,200	3,071	4,900	3,869
<i>Manual Exchanges—</i>				
Finschhafen .. .. .	30	18	30	17
Goroka .. .. .	480	391	480	437
Kainantu .. .. .	100	44	100	51
Kavieng .. .. .	200	153	..	..
Kundiawa .. .. .	100	54	100	71
Lorengau .. .. .	100	34	100	33
Mount Hagen .. .. .	400	287	400	326
Namatanai .. .. .	30	22	30	20
Sohano .. .. .	50	49	100	47
Vanimo .. .. .	60	30	130	59
Wewak .. .. .	400	218	400	236
Kieta .. .. .	100	63	200	106
Mendi .. .. .	100	39	100	51
Total .. .. .	2,150	1,402	2,170	1,454
Grand total.. .. .	6,350	4,473	7,070	5,323

(a) Revised figures.

4. TERRITORY OF PAPUA AND NEW GUINEA TELECOMMUNICATIONS SERVICE:  
PHYSICAL AND TRAFFIC STATISTICS FOR 1969-70

(a) <i>Physical Statistics—</i>	1969-70
Telephone Exchanges—Automatic .. .. .	19
Telephone Exchanges—Manual .. .. .	17
Telephone Exchanges—Line Capacity .. .. .	14,350
Telephone Exchanges—Subscribers* .. .. .	10,571
Telephone Trunk Channels—Internal .. .. .	50
Telephone Trunk Channels—Overseas—Radio .. .. .	12
Telephone Trunk Channels—Overseas—Seacom .. .. .	16
VHF Telephone Subscriber Networks .. .. .	7
VHF Telephone Subscribers .. .. .	43
Official Telegraph Offices† .. .. .	30
Telegraph Trunk Channels .. .. .	56
HF Outstation Networks .. .. .	21
HF Outstations—Privately Operated .. .. .	1,063
HF Outstations—Administration Operated .. .. .	482
Telex Exchanges .. .. .	2
Telex Subscribers .. .. .	46
(b) <i>Traffic Statistics—</i>	
Telephone Trunk Calls—Originating—Internal (000's) .. .. .	404
Telephone Trunk Calls—Originating—To Overseas (000's) .. .. .	96
Telephone Trunk Calls—Terminating—From Overseas (000's) .. .. .	56
Telegrams—Originating (000's) .. .. .	785
Telex Calls—Originating—Internal—(Paid Minutes) .. .. .	9,212
Telex Calls—Originating—To Overseas—(Paid Minutes) .. .. .	80,291
Telex Calls—Terminating—From Overseas—(Paid Minutes) .. .. .	76,758

\* 'Subscribers' means individual subscribers connected, including party line subscribers (individual) but excludes P.T.'s  
† 'Official Telegraph Office' means a telegraph office staffed by Public Service Officers of the Department of Posts and Telegraphs.



5. TELEGRAPH SERVICES: NUMBER OF TELEGRAPH STATIONS AND MESSAGES HANDLED  
DURING YEARS ENDED 30 JUNE 1966 TO 1970

Particulars	1966	1967	1968	1969	1970
Stations .. ..	657	725	811	1,070	1,125
Messages handled .. ..	1,123,653	1,721,079	2,019,029	(a)430,000	490,847

(a) Messages originating in the Territory—previous years' figures included multiple handlings.

6. TERRITORY OF PAPUA AND NEW GUINEA: REGULAR AIR TRANSPORT SERVICES FOR YEAR ENDED  
31 DECEMBER 1969

Particulars	International services			Aust-Papua/ New Guinea	Domestic services			
	Madang- Djajapura	Port Moresby- Honiara	Total		Intra- New Guinea	Intra- Papua	Inter- Territorial	Total
Route miles ..	412	(a) 3,146	3,558	(b) 1,887	8,127	3,332	11,492	22,951
Miles flown ('000) ..	20.3	369.7	390	2,853.2	1,246.9	655.5	2,815.9	4,718.3
Hours flown ..	147	2,157	2,304	7,197	9,720	4,787	16,668	31,175
Passengers embarked	395	6,085	6,480	126,310	82,841	34,816	193,719	311,376
Passenger miles flown ( '000) .. ..	122.7	3,894.9	4,017.6	169,540.2	13,540.7	5,017.2	53,419.9	71,977.8
Freight (short tons) ..	50.4	46.5	96.9	2,361.2	1,459.0	1,044.1	3,465.3	5,968.4
Freight (short ton/ miles) .. ..	15,318	28,517	43,835	3,471,018	248,082	138,951	915,546	130,257.9
Mail (short tons) ..	0.4	10.5	10.9	485.5	208.7	98.5	607.3	914.5
Mail (short ton/ miles)	106	5,046	5,152	783,642	31,808	15,605	179,371	226,784

(a) Moresby-Honiara: This figure includes route miles of both airlines (Fiji and TAA (for Qantas)) on *different* routes. (Fiji Airways PM/Honiara direct—TAA PM-Lae-Rabaul-Kieta-Honiara.) (b) Aust-PNG: This figure is for *both* airlines operating on the *same* route.

7. TERRITORY OF PAPUA AND NEW GUINEA: EXTERNAL AND INTERNAL AIR AND AIRMAIL SERVICES

Operator and Route							Weekly Frequency	Aircraft
<i>International Services</i>								
Qantas—								
Sydney-Port Moresby-Manila-Hong Kong	..	..	..	..	..	..	1	Boeing 707
Sydney-Port Moresby-Hong Kong	..	..	..	..	..	..	1	Boeing 707
Hong Kong-Port Moresby-Sydney	..	..	..	..	..	..	1	Boeing 707
Hong Kong-Manila-Port Moresby-Sydney	..	..	..	..	..	..	1	Boeing 707
Fiji Airways—								
Honiara-Port Moresby ..	..	..	..	..	..	..	1	Hawker Siddley 748
Port Moresby-Honiara ..	..	..	..	..	..	..	1	Hawker Siddley 748
Trans Australia Airlines (on behalf of Qantas)—								
Rabaul-Buka-Kieta-Munda-Yandina-Honiara	..	..	..	..	..	..	1	DC3
Honiara-Yandina-Munda-Kieta-Buka-Rabaul	..	..	..	..	..	..	1	DC3
Port Moresby-Honiara ..	..	..	..	..	..	..	1	Fokker F27
Honiara-Port Moresby ..	..	..	..	..	..	..	1	Fokker F27
Madang-Djajapura ..	..	..	..	..	..	..	(a)	DC3
Djajapura-Madang ..	..	..	..	..	..	..	(a)	DC3
<i>Australia-Papua New Guinea Services</i>								
Ansett Airlines of Australia—								
Sydney-Brisbane-Port Moresby ..	..	..	..	..	..	..	6	Boeing 727
Port Moresby-Brisbane-Sydney ..	..	..	..	..	..	..	6	Boeing 727
Brisbane-Townsville-Cairns-Port Moresby	..	..	..	..	..	..	2	Fokker F27
Port Moresby-Cairns-Townsville-Brisbane	..	..	..	..	..	..	2	Fokker F27
Trans Australia Airlines—								
Sydney-Brisbane-Port Moresby ..	..	..	..	..	..	..	6	Boeing 727
Port Moresby-Brisbane-Sydney ..	..	..	..	..	..	..	6	Boeing 727
Brisbane-Townsville-Cairns-Port Moresby	..	..	..	..	..	..	2	Fokker F27
Port Moresby-Cairns-Townsville-Brisbane	..	..	..	..	..	..	2	Fokker F27

(a) These services run once per fortnight.



Operator and Route	Weekly Frequency	Aircraft
<i>Trans Australia Airlines</i>		
Rabaul-Port Moresby .. .. .	2	Fokker F27
Lae-Bulolo-Wau-Port Moresby .. .. .	1	Twin Otter
Mount Hagen-Port Moresby .. .. .	1	DC3
Goroka-Lae .. .. .	1	Fokker F27
Rabaul-Kavieng-Manus-Madang-Lae-Port Moresby .. .. .	1	Fokker F27
Kavieng-Rabaul .. .. .	2	Fokker F27/Twin Otter
Mount Hagen-Goroka-Lae .. .. .	2	DC3
Madang-Baiyer River-Wabag-Wapenamunda-Mount Hagen .. .. .	1	Twin Otter
Lae-Garaina-Popondetta-Port Moresby .. .. .	1	DC3
Kavieng-Namatanai-Rabaul .. .. .	1	Twin Otter
Rabaul-Lae .. .. .	1	DC3
Madang-Mount Hagen-Goroka-Port Moresby .. .. .	1	Fokker F27
Wabag-Wapenamunda-Mount Hagen .. .. .	1	Twin Otter
Lae-Bulolo-Port Moresby .. .. .	2	DC3
Mount Hagen-Chimbu-Goroka-Lae .. .. .	1	Twin Otter
Madang-Mount Hagen-Lae .. .. .	1	DC3
Wewak-Madang-Goroka-Lae-Port Moresby .. .. .	1	Fokker F27
Mount Hagen-Lae .. .. .	1	Fokker F27
Rabaul-Hoskins-Talasea-Finschhafen-Lae .. .. .	1	DC3
Mount Hagen-Goroka-Port Moresby .. .. .	1	DC3
Madang-Goroka-Lae-Port Moresby .. .. .	1	Fokker F27
Manus-Lae .. .. .	1	DC3
Kavieng-Rabaul-Lae .. .. .	1	Fokker F27
Port Moresby-Lae .. .. .	1	Fokker F27
Lae-Finschhafen-Talasea-Hoskins-Jacquinet Bay-Rabaul .. .. .	1	DC3
Port Moresby-Buka-Rabaul .. .. .	2	Fokker F27
Buka-Kieta .. .. .	1	DC3
Rabaul-Buka-Kieta-Buin .. .. .	1	DC3
Port Moresby-Gurney .. .. .	1	Twin Otter
Port Moresby-Daru-Balimo .. .. .	2	Twin Otter
Port Moresby-Malalua-Kerema .. .. .	1	Twin Otter
Talasea-Rabaul .. .. .	1	DC3
Port Moresby-Malalua-Kerema-Baimuru-Kikori .. .. .	1	Twin Otter
Lae-Buka-Rabaul .. .. .	1	Fokker F27
Rabaul-Buka-Kieta .. .. .	4	DC3
Lae-Finschhafen-Cape Gloucester-Talasea-Hoskins-Bialla-Jacquinet-Rabaul .. .. .	1	Twin Otter
Port Moresby-Gurney-Misima .. .. .	} (b)	Twin Otter
Port Moresby-Gurney-Esa'ala .. .. .		Twin Otter
Bali-Talasea-Bialla-Rabaul .. .. .	1	Twin Otter
Port Moresby-Malalua .. .. .	1	Twin Otter
Port Moresby-Kerema-Chimbu-Goroka .. .. .	1	Twin Otter
Rabaul-Buka-Wakunai-Kieta .. .. .	1	DC3
Lae-Finschhafen-Kandrian-Talasea-Hoskins-Rabaul .. .. .	1	DC3
Port Moresby-Malalua-Kerema-Baimuru .. .. .	1	Twin Otter
Port Moresby-Kerema-Baimuru-Kikori-Daru .. .. .	1	Twin Otter
Daru-Balimo-Port Moresby .. .. .	1	Twin Otter
Kieta-Rabaul-Lae-Port Moresby .. .. .	2	Fokker F27
Gurney-Port Moresby .. .. .	1	Twin Otter
Buin-Kieta-Buka-Rabaul .. .. .	2	Fokker F27/DC3
Kieta-Rabaul-Hoskins-Talasea .. .. .	1	DC3
Kikori-Baimuru-Kerema-Malalua-Port Moresby .. .. .	1	Twin Otter
Kerema-Malalua-Port Moresby .. .. .	1	Twin Otter
Misima-Gurney-Port Moresby .. .. .	} (b)	Twin Otter
Esa'ala-Gurney-Port Moresby .. .. .		Twin Otter
Kieta-Wakunai-Buka-Rabaul .. .. .	1	DC3
Goroka-Chimbu-Kerema-Port Moresby .. .. .	1	Twin Otter
Buka-Rabaul .. .. .	1	Fokker F27
Malalua-Port Moresby .. .. .	1	Twin Otter
Rabaul-Jacquinet Bay-Hoskins-Talasea-Kandrian-Finschhafen-Lae .. .. .	1	DC3
Rabaul-Buka-Port Moresby .. .. .	2	Fokker F27
Balimo-Kikori-Port Moresby .. .. .	1	Twin Otter
Baimuru-Kerema-Malalua-Port Moresby .. .. .	1	Twin Otter
Kieta-Buka-Rabaul .. .. .	1	DC3
Rabaul-Hoskins-Talasea-Finschhafen-Lae .. .. .	1	DC3

(b) These weekly services alternate each week.



Operator and Route	Weekly Frequency	Aircraft
<i>Trans Australia Airlines—continued</i>		
Daru-Kikori-Baimuru-Kerema-Malalua-Port Moresby .. .. .	1	Twin Otter
Rabaul-Tol-Bialla-Hoskins-Talasea-Bali .. .. .	1	Twin Otter
Kieta-Rabaul-Port Moresby .. .. .	1	Fokker F27
Rabaul-Jacquinet Bay-Gasmata-Kandrian-Cape Glouster-Finschhafen-Lae ..	1	Twin Otter
Port Moresby-Lae-Madang-Wewak-Manus-Kavieng-Rabaul .. .. .	1	Fokker F27
Port Moresby-Lae-Goroka-Mount Hagen-Wewak .. .. .	1	Fokker F27
Lae-Madang .. .. .	1	DC3
Port Moresby-Rabaul .. .. .	1	Fokker F27
Port Moresby-Lae-Rabaul .. .. .	6	Fokker F27
Port Moresby-Lae-Madang-Wewak .. .. .	2	Fokker F27
Port Moresby-Goroka .. .. .	1	Fokker F27
Port Moresby-Mount Hagen .. .. .	2	DC3
Port Moresby-Popondetta-Garaina-Lae .. .. .	1	DC3
Port Moresby-Wau-Bulolo-Lae .. .. .	1	Twin Otter
Lae-Goroka-Mount Hagen .. .. .	1	DC3
Lae-Kainantu-Goroka-Chimbu-Minj-Banz-Mount Hagen .. .. .	2	Twin Otter
Mount Hagen-Baiyer River-Madang .. .. .	1	Twin Otter
Port Moresby-Lae-Goroka-Madang-Wewak .. .. .	2	Fokker F27
Port Moresby-Goroka-Mount Hagen-Madang .. .. .	2	Fokker F27/DC3
Lae-Rabaul .. .. .	1	Twin Otter
Rabaul-Namatanai-Kavieng .. .. .	1	Twin Otter
Mount Hagen-Wabag-Wapenamunda-Mount Hagen .. .. .	1	Twin Otter
Lae-Goroka-Chimbu-Mount Hagen .. .. .	1	Twin Otter
Port Moresby-Bulolo-Lae .. .. .	2	DC3
Rabaul-Namatanai .. .. .	1	Twin Otter
Port Moresby-Lae-Goroka-Madang .. .. .	1	Fokker F27
Lae-Mount Hagen .. .. .	1	DC3
Rabaul-Kavieng .. .. .	2	Fokker F27
Port Moresby-Mount Hagen .. .. .	1	DC3
Lae-Manus .. .. .	1	DC3
Port Moresby-Goroka-Mount Hagen .. .. .	1	Fokker F27
Lae-Goroka-Madang .. .. .	1	DC3
Lae-Port Moresby .. .. .	1	Fokker F27
Wewak-Mount Hagen-Goroka-Port Moresby .. .. .	1	Fokker F27
Madang-Goroka-Lae .. .. .	1	DC3
Rabaul-Lae-Port Moresby .. .. .	6	Fokker F27
Mount Hagen-Banz-Minj-Chimbu-Goroka-Kainantu-Lae .. .. .	2	Twin Otter
Madang-Goroka-Port Moresby .. .. .	1	DC3
Wewak-Madang-Lae-Port Moresby .. .. .	4	Fokker F27
<i>Ansett Airlines of Papua New Guinea</i>		
Port Moresby-Lae-Rabaul .. .. .	5	Fokker F27
Buka-Kieta-Buin .. .. .	1	Twin Otter
Goroka-Kundiawa-Mount Hagen .. .. .	4	Twin Otter/Piaggio P166
Rabaul-Buka-Wakunai-Kieta .. .. .	1	Twin Otter
Lae-Kainantu-Goroka-Kundiawa-Banz-Mount Hagen .. .. .	1	Twin Otter
Port Moresby-Lae-Madang-Wewak .. .. .	4	Fokker F27
Port Moresby-Goroka-Mount Hagen .. .. .	4	Fokker F27/DC3
Port Moresby-Rabaul .. .. .	1	Fokker F27
Buka-Kieta .. .. .	6	Twin Otter
Port Moresby-Bulolo-Lae .. .. .	2	DC3
Wewak-Vanimo .. .. .	3	Fokker F27
Rabaul-Buka-Kieta .. .. .	3	Twin Otter
Port Moresby-Lae-Goroka-Madang-Wewak-Manus-Kavieng-Rabaul ..	1	Fokker F27
Lae-Rabaul-Buka-Kieta .. .. .	1	Twin Otter
Goroka-Mount Hagen .. .. .	3	DC3/Twin Otter/ Piaggio P166
Lae-Goroka .. .. .	2	DC3/Twin Otter
Port Moresby-Lae-Madang .. .. .	1	Fokker F27
Lae-Kainantu-Kundiawa-Mount Hagen .. .. .	1	Twin Otter
Port Moresby-Bulolo-Lae-Mount Hagen .. .. .	1	DC3
Port Moresby-Buka-Rabaul .. .. .	3	Fokker F27
Port Moresby-Lae-Goroka-Mount Hagen-Madang .. .. .	1	Fokker F27



Operator and Route	Weekly Frequency	Aircraft
<i>Ansett Airlines of Papua New Guinea—continued</i>		
Port Moresby–Lae–Madang–Wewak .. .. .	1	Fokker F27
Port Moresby–Goroka .. .. .	2	DC3
Kainantu–Goroka–Kundiawa–Mount Hagen .. .. .	1	Twin Otter
Port Moresby–Lae–Rabaul–Kavieng .. .. .	1	Fokker F27
Port Moresby–Lae–Goroka–Madang–Wewak .. .. .	1	Fokker F27
Lae–Kainantu–Goroka–Kundiawa–Mount Hagen .. .. .	1	Twin Otter
Kieta–Buin .. .. .	1	Twin Otter
Port Moresby–Lae–Madang–Wewak–Vanimo .. .. .	1	Fokker F27
Port Moresby–Lae–Rabaul–Kavieng .. .. .	1	Fokker F27
Lae–Manus .. .. .	1	DC3
Port Moresby–Goroka–Mount Hagen–Madang .. .. .	1	DC3
Lae–Goroka–Madang .. .. .	1	DC3
Port Moresby–Lae–Goroka–Mount Hagen .. .. .	1	Fokker F27
Mount Hagen–Goroka .. .. .	4	DC3/Piaggio P166
Madang–Mount Hagen–Goroka–Port Moresby .. .. .	2	DC3
Rabaul–Lae–Port Moresby .. .. .	3	Fokker F27
Mount Hagen–Banz–Kundiawa–Goroka–Kainantu–Lae .. .. .	1	Twin Otter
Buin–Kieta–Wakunai–Buka–Rabaul .. .. .	2	DC3/Twin Otter
Lae–Bulolo–Port Moresby .. .. .	3	DC3
Kieta–Buka .. .. .	6	Twin Otter
Mount Hagen–Kundiawa–Goroka .. .. .	3	Piaggio P166/Twin Otter
Rabaul–Kavieng–Madang .. .. .	1	DC3
Goroka–Lae .. .. .	2	DC3/Twin Otter
Kieta–Rabaul–Lae .. .. .	1	DC3/Twin Otter
Mount Hagen–Goroka–Port Moresby .. .. .	2	Fokker F27/DC3
Vanimo–Wewak–Madang–Lae–Port Moresby .. .. .	2	Fokker F27
Kieta–Buka–Rabaul–Lae–Port Moresby .. .. .	3	Twin Otter/Fokker F27
Madang–Mount Hagen–Port Moresby .. .. .	1	DC3
Mount Hagen–Goroka–Lae .. .. .	2	DC3
Mount Hagen–Kundiawa–Goroka–Kainantu–Lae .. .. .	2	Twin Otter
Wewak–Madang–Goroka–Lae–Port Moresby .. .. .	1	Fokker F27
Mount Hagen–Minj–Goroka–Madang .. .. .	1	DC3
Goroka–Port Moresby .. .. .	2	DC3
Kavieng–Rabaul–Lae–Port Moresby .. .. .	2	Fokker F27
Madang–Mount Hagen–Goroka–Lae–Port Moresby .. .. .	1	Fokker F27
Buin–Kieta–Wakunai–Buka .. .. .	1	Twin Otter
Manus–Lae .. .. .	1	DC3
Rabaul–Port Moresby .. .. .	1	Fokker F27
Madang–Goroka–Port Moresby .. .. .	1	DC3
Wewak–Madang–Goroka–Port Moresby .. .. .	1	Fokker F27
Mount Hagen–Goroka–Lae–Port Moresby .. .. .	1	Fokker F27
Mount Hagen–Port Moresby .. .. .	1	Twin Otter
Mount Hagen–Mendi–Mount Hagen .. .. .	5	DC3/Piaggio P166/ Twin Otter
Vanimo–Wewak .. .. .	3	Fokker F27
Mount Hagen–Wabag–Wapenamunda–Mount Hagen .. .. .	3	Piaggio P166/Twin Otter
<i>Papuan Airlines Pty Ltd</i>		
Port Moresby–Mendi–Mount Hagen–Mendi–Port Moresby .. .. .	7	PA31
Port Moresby–Gurney–Port Moresby .. .. .	3	DC3
Port Moresby–Daru–Balimo–Daru–Port Moresby .. .. .	1	DC3
Port Moresby–Daru–Port Moresby .. .. .	2	DC3
Port Moresby–Bereina–Port Moresby .. .. .	5	DC3
Port Moresby–Rorona–Aroa–Port Moresby .. .. .	2	Piaggio P166
Port Moresby–Popondetta–Tufi–Wangela–Safia–Popondetta–Port Moresby .. .. .	1	SC7
Port Moresby–Kairuku–Bereina–Port Moresby .. .. .	1	Piaggio P166
Port Moresby–Kairuku–Port Moresby .. .. .	1	Piaggio P166
Port Moresby–Tapini–Port Moresby .. .. .	6	Piaggio P166
Port Moresby–Tapini–Waitape–Port Moresby .. .. .	3	Piaggio P166
Port Moresby–Waitape–Tapini–Port Moresby .. .. .	1	Piaggio P166
Port Moresby–Kairuku–Aroa–Rorona–Port Moresby .. .. .	1	Piaggio P166
Port Moresby–Popondetta–Port Moresby .. .. .	14	PA31
Port Moresby–Girua–Kokoda–Port Moresby .. .. .	1	Piaggio P166
Port Moresby–Kokoda–Girua–Port Moresby .. .. .	1	Piaggio P166
Port Moresby–Losuia–Vivigani–Port Moresby .. .. .	(a)	DC3
Port Moresby–Vivigani–Losuia–Port Moresby .. .. .	(a)	DC3
Port Moresby–Cape Rodney–Paili–Port Moresby .. .. .	6	Piaggio P166
Port Moresby–Paili–Cape Rodney–Port Moresby .. .. .	6	Piaggio P166

(a) These services run once per fortnight. (b) These weekly services alternate each week.



8. TERRITORY OF PAPUA AND NEW GUINEA: SCHEDULE OF LICENSED AERODROMES, INDICATING  
CONTROLLING AUTHORITY AT 30 JUNE 1970

<i>Private and Com- mercial Airstrips—</i>	Efogi Eliptamin Emirau Erume	Kup Kurwina Kwanga Kwontari	Ranara Rintibi Roma Romei Rotakas Rulna Rumginae	Wokien Wirui Wonenara
Ablitag Agotu Aiyura Alia Alkena Ama Amboin Ambullua Angugunak Annanberg Arkosame Aroa Arufe Asapa Atkamba Aue Auwi Awaba	Fairfax Fas Fatima Feramin Finintegu Fugwa	Lab Lab Laingam Langimar Lapalama Leitere Lehu Leron Plains Linga-Linga Londolvit Lumusa	Sabah Salamaua Salapa Samberigi Sangera Sassoya Seim Selio Island Sepik Plains Siangaru Sialum Siassi Sibilanga Sipai Sissano Suain Suki Sumunini Surusil	Yagrumbok Yalumet Yanungen Yankisa Yassip Yebil Yeftim Yellow River Yemnu Yili Yilui Yimut
Babmu Baibara Balam Bali Balif Begesin Bema Benaria Bialla Biliau Biman Biniguni Biwat Boana Boang Boiken Bolivip Bongos Boru Bosavi Bosset Buya Brahmin Brugam Bukiwi Bulolo Bunapas Burui But	Gaikarobi Garigari Giramben Gnarowein Gusap	Magleri Mai-Mai Malekolon Mamai Mambe Manga Manumu Mapoda Mapua Maramba Maramuni Marap Marienberg Marui Matkomnai Mindik Miyanmin Monono Moratona Moro Morobe Mukili Murua Muruken Mushu Island	Tapen Tau Taway Tefalmin Tekin Terapo Tetebedi Timboli Timbunke Togoba Tol Tonu Torembi Trakvits Tring Tsili Tsili Tsumba Turinghi Turubu	<i>Administration—</i> Afore Agaun Aiome Aitape Amanab Amazon Bay Ambunti Angoram Annanberg Aseki Awar
Babmu Baibara Balam Bali Balif Begesin Bema Benaria Bialla Biliau Biman Biniguni Biwat Boana Boang Boiken Bolivip Bongos Boru Bosavi Bosset Buya Brahmin Brugam Bukiwi Bulolo Bunapas Burui But	Idam Ileg Imani Indagen Inus Itokama			Baimuru Baiyer River Balimo Banz Bereina Boku Bomai Buin Bundi
Cape Vogel Chambri Chickenangau Chimbian Chungribu Cloudy Bay Cosengo	Jambitanget			Cape Gloucester Cape Rodney Chimbu (Kundiawa)
Dagua Dato Debepari Derim Det Dios Dona Dirima Dreikikir	Kabori Kafle Kagi Kaintiba Kairiru Kamol Kamiraba Kanduanam Kapaimari Kar Karaisa Karaitem Kasanombe Kauapena Kaugia Kaup Kawito Kelabo Keraso Kerau Kibene Kikesu Kilifas Kiniambu Kirinbit Kisengan Kogi Koinambe Konge Korigu (Mingendi) Kosipe Kudjip Kuli Kumbwareta Kungim Kunjungini	Nagum Namudei Naoro Narum Negrie Ningil Nomane Nondugl Nugidu Nuguria Nugwaia	Ulau Ulupu Upiara Uraru Usarumpia Urimo Uroubi Utai	Daru Dumpu
		Obo Orokana Ossima	Wabi Wamangau Wanuma Warrabung Wasai Wasua Wawunga Wedau Wilaru Wipim	Erave
		Pabarubuk Paiela Panasesa Par Pawari Pori Pumakos Pureni		Garaina Gasmata Girua Green River Gurney Guasopa
				Hatzfeldhaven Hayfields Hoskins
				Ialibu Ihu Ileg Imonda Ioma



8. TERRITORY OF PAPUA AND NEW GUINEA: SCHEDULE OF LICENSED AERODROMES, INDICATING  
CONTROLLING AUTHORITY AT 30 JUNE 1970—continued

<i>Administration—contd</i>				<i>Department of Civil Aviation—</i>
Jacquinet Bay	Kopiago	Obura	Tapini	Buka
Josephstaal	Koroba	Oksapmin	Tarabo	
	Kubuna	Olsobip	Tari	
Kabwum			Taskul	
Kagua	Laiagam	Pagei	Tauta	Daugo Island
Kaiapit	Loani	Paili	Telefomin	
Kainantu	Lumi	Pangia	Tufi	
Kaintiba		Pangoa		Finschafen
Kairuku	Malalaua	Pindiu	Usino	
Kandrian	Maprik	Popondetta		Goroka
Kandep	Margarima	Porcera		
Karimui	Mendi	Poroma (Nambi Valley)	Vanimo	Kavieng
Karkar	Menyamyia		Vivigani	
Keglsugl	Minj			Lae
Kelanda	Misima	Raba Raba	Wabag	
Kelaua	Morehead	Rorona (Rogers)	Wagau	Madang
Kerema	Mount Hagen	Ruii	Waitape	Monote
Kerowagi			Wakunai	
Kieta	Namatanai	Safia	Wanigela	Nadzab
Kikori	Nambaiyufa	Saidor	Wantoot	
Kikinonda	Ningerum	Simbai	Wapenamanda	Port Moresby
Kiriwina	Nipa	Sila	Wasu	
Kiunga	Nissan		Wau	Rabaul
Kokoda	Nomad River	Tabibuga	Weam	
Kol	Nowata	Tadji		Wewak
Kompian	Nuku	Talasea		
		Tambul	Yangoru	

Licensed aerodromes at 30 June 1970 totalled 406.



9. OVERSEAS AND INTER-TERRITORY VESSELS ENTERING NEW GUINEA PORTS DURING YEAR ENDED 30 JUNE 1970

Overseas vessels direct to New Guinea ports					From Papua or overseas via Papuan ports				
Nationality			Number	Net tons	Nationality			Number	Net tons
American (U.S.A.)	..	..	12	4,849	American (U.S.A.)	..	..	1	4
Australian	..	..	9	1,800	Australian	..	..	3	1,996
British	..	..	182	388,227	British	..	..	230	163,207
Cypriot	..	..	1	627	Danish	..	..	9	1,628
Danish	..	..	20	23,065	Dutch	..	..	2	13,874
Dutch	..	..	16	39,235	German	..	..	5	13,056
Formosan	..	..	5	429	Japanese	..	..	8	23,595
German	..	..	7	17,596	Nauruan	..	..	3	7,200
Greek	..	..	2	10,905	New Zealand	..	..	2	52
Japanese	..	..	145	404,958	Norwegian	..	..	12	15,467
Liberian	..	..	2	6,362	Panamanian	..	..	1	97
Nauruan	..	..	3	7,200	Swedish	..	..	9	19,804
New Zealand	..	..	13	6,582					
Norwegian	..	..	20	19,572					
Singaporean	..	..	10	10,777					
Swedish	..	..	8	17,910					
Total	..	..	455	960,094	Total	..	..	285	259,980

10. TONNAGE OF CARGO HANDLED AT NEW GUINEA PORTS DURING YEAR ENDED 30 JUNE 1970

Particulars	Rabaul	Lae	Madang	Kavieng	Lorengau	Wewak	Bougainville and Kieta	Total
Tons unloaded—								
From overseas	181,047	311,315	71,787	9,425	6,472	22,929	188,149	791,124
Inter-Territory	3,340	7,129	3,145	385	..	1,044	5,028	20,071
Intra-Territory	70,252	7,404	23,272	12,620	25	13,726	5,790	133,089
Total	254,639	325,848	98,204	22,430	6,497	37,699	198,967	944,284
Tons loaded—								
For overseas	209,572	66,082	23,795	17,628	1,676	9,024	15,134	342,911
Inter-Territory	2,444	18,908	3,529	47	..	254	820	26,002
Intra-Territory	73,373	29,075	21,818	1,298	..	9,056	709	135,329
Total	285,389	114,065	49,142	18,973	1,676	18,334	16,663	504,242
Tons handled—								
Overseas	390,619	377,397	95,582	27,053	8,148	31,953	203,283	1,134,035
Inter-Territory	5,784	26,037	6,674	432	..	1,298	5,848	46,073
Intra-Territory	143,625	36,479	45,090	13,918	25	22,782	6,499	268,418
Total	540,028	439,913	147,346	41,403	8,173	56,033	215,630	1,448,526



## 11. TONNAGE OF CARGO HANDLED BY PORTS DURING YEARS ENDED 30 JUNE 1967 TO 1970(a)

Port	Year ended 30 June							
	1967		1968		1969		1970	
	Ton weight	Ton measure	Ton weight	Ton measure	Ton weight	Ton measure	Ton weight	Ton measure
Discharged—								
Rabaul(b) ..	60,105	50,803	52,626	69,737	88,243	71,099	165,322	89,317
Lae ..	73,640	90,261	94,407	108,320	124,646	116,858	152,985	172,865
Madang ..	34,104	33,748	35,330	29,512	34,073	28,497	41,477	56,727
Kavieng ..	3,784	3,432	4,341	3,547	5,246	4,688	11,462	10,968
Lorengau ..	1,377	2,615	1,130	2,750	1,002	3,140	3,915	2,582
Wewak ..	10,261	19,977	7,417	15,997	8,074	14,259	9,911	27,788
Kieta and Bougainville ports(b) ..	..	..	2,638	4,176	6,597	14,582	45,985	132,032
Total ..	183,271	200,836	197,889	234,039	267,881	253,123	431,057	492,279
Loaded—								
Rabaul(b) ..	71,013	67,194	75,125	73,462	86,093	72,016	162,269	123,120
Lae ..	22,086	24,168	36,363	30,074	39,883	20,602	79,384	31,681
Madang ..	21,514	6,318	19,046	4,050	24,007	2,443	23,164	17,958
Kavieng ..	13,423	109	14,479	1,282	14,585	1,801	16,505	2,468
Lorengau ..	1,982	227	1,651	186	1,949	155	1,434	242
Wewak ..	74	1,223	70	1,886	81	14,911	2,129	16,210
Kieta and Bougainville ports(b) ..	..	..	2,327	191	1,865	485	1,208	15,454
Total ..	130,092	99,239	149,061	111,131	168,463	121,413	286,093	207,133
Total handled—								
Rabaul(b) ..	131,118	117,997	127,751	143,199	174,336	143,115	327,591	212,437
Lae ..	95,726	114,429	130,770	138,394	164,529	146,460	232,369	204,546
Madang ..	55,618	40,066	54,376	33,562	58,080	30,940	64,641	74,685
Kavieng ..	17,207	3,541	18,820	4,829	19,831	6,489	27,967	13,436
Lorengau ..	3,359	2,842	2,781	2,936	2,951	3,295	5,349	2,824
Wewak ..	10,335	21,200	7,487	17,883	8,155	29,170	12,040	43,998
Kieta and Bougainville ports(b) ..	..	..	4,965	4,367	8,462	15,067	47,193	147,486
Total ..	313,363	300,075	346,050	345,170	436,344	374,536	717,150	699,412

(a) Excludes intra-Territorial cargo movement. and Bougainville ports were included with Rabaul.

(b) Prior to 15 November 1967 when the new port of Kieta was opened, Kieta

12. NUMBER OF VESSELS LICENSED UNDER THE *Shipping Ordinance* 1951–1960 TO ENGAGE IN MARITIME TRADING IN TERRITORIAL WATERS AT 30 JUNE 1970  
CLASSIFIED BY GROSS REGISTERED TONNAGE

Tonnage gross register								Total(a)
Under 100 tons ..	..	..	..	..	..	..	..	129
Over 100 tons ..	..	..	..	..	..	..	..	55
Total ..	..	..	..	..	..	..	..	184

(a) Motor vessels including auxiliary sailing vessels. There are no licensed sailing vessels.



13. ROAD MILEAGES AT 30 JUNE 1970

District	30 June 1969	Total	Urban	Primary	Major secondary	Secondary	Feeder	Access	Inter-mittent access
East Sepik ..	577	584	14	..	10	90	49	35	386
West Sepik ..	272	293	26	..	..	..	7	78	182
Western Highlands	705	730	16	..	10	94	345	225	40
Eastern Highlands..	744	788	20	..	20	76	55	612	5
Chimbu .. ..	296	250	4	..	..	..	47	136	63
Madang .. ..	429	449	30	..	81	17	52	159	110
Morobe .. ..	412	422	48	..	39	99	107	87	42
West New Britain..	192	203	2	..	4	..	24	133	40
East New Britain ..	350	350	41	30	..	18	65	179	17
Bougainville ..	574	590	3	..	22	3	90	332	140
New Ireland ..	613	618	14	..	2	190	59	163	190
Manus .. ..	52	58	4	..	..	22	2	10	20
Total ..	5,216	5,335	222	30	188	609	902	2,149	1,235

The seven groupings are:

- (1) Urban .. .. Town and sub-divisional roads.
- (2) Primary .. .. Major roads with a scale pavement at least 18 ft wide and a formation of 28 ft.
- (3) Major Secondary .. Roads of a basic highway standard having a formation of at least 24 ft with a minimum formed pavement of 12 ft.
- (4) Secondary .. .. Similar to (3) but with a formation between 20 ft–24 ft.
- (5) Feeder .. .. Roads with 20 ft formation and 12 ft pavement generally adequate for speeds in excess of 25 mph.
- (6) Access .. .. Generally unpaved or inadequately paved roads permitting access for majority of year.
- (7) Intermittent access .. Roads of any standard not trafficable for extended periods.

14. MOTOR VEHICLE AND MOTOR CYCLE REGISTRATIONS EFFECTIVE AT 31 DECEMBER 1965 TO 1969

Type of vehicle	1965	1966	1967	1968	1969
Motor cars .. ..	3,026	3,378	3,856	4,803	5,790
Station wagons .. ..	876	1,098	1,394	1,656	1,761
Commercial vehicles—					
Utilities .. ..	2,704	2,948	3,285	4,106	5,180
Lorries .. ..	1,530	1,776	1,926	2,312	2,759
Panel vans .. ..	95	99	108	121	190
Omnibuses .. ..	77	96	83	98	159
Other .. ..	31	42	60	54	16
Total commercial ..	4,437	4,961	5,462	6,691	8,304
Motor cycles .. ..	650	760	981	1,295	1,429
Tractors(a) .. ..	453	530	775	864	1,049
Total .. ..	9,442	10,727	12,468	15,309	18,333

(a) Other than those for use on plantations, farms, etc.

NOTE: Defence Service vehicles are not included.

15. LICENCES ISSUED IN YEAR ENDED 31 DECEMBER 1965 TO 1969

Type	1965	1966	1967	1968	1969
Motor Vehicle—					
Indigenous .. ..	5,730	7,757	9,944	8,618	10,419
Non-indigenous .. ..	10,084	17,365	20,541	13,011	15,271
Motor Cycle—					
Indigenous .. ..	145	211	1,058	347	573
Non-indigenous .. ..	649	453	2,658	1,555	1,989
Total .. ..	16,608	25,786	34,201	23,531	28,252

NOTE: These figures have previously been printed in the body of the Report under Transport and Communications: Road Transport and Railway Services.



# APPENDIX XVI

## COST OF LIVING

### 1. AVERAGE RETAIL PRICES OF SELECTED COMMODITIES AT 30 JUNE 1970 (Items selected as those marketed supplies most consumed by indigenes)

Item	Unit	Average retail price
		\$
Staple foodstuffs(a)—		
Rice .. .. .	lb	0.12
Wheatmeal .. .. .	lb	0.13
Peas (dried) .. .. .	lb	0.26
Meat .. .. .	12-oz tins	0.31
Dripping .. .. .	lb	0.31
Sugar .. .. .	lb	0.12
Tea .. .. .	lb	0.75
Fresh vegetables .. .. .	lb	0.13
Tobacco .. .. .	stick	0.11
Cigarettes (20) .. .. .	pkt	0.35
Clothes and domestic items(b)—		
Lava lava .. .. .	each	0.70
Shorts, khaki .. .. .	each	1.59
Blankets .. .. .	each	1.45
Mosquito net .. .. .	each	2.15
Plates .. .. .	each	0.22
Cups .. .. .	each	0.20
Spoons .. .. .	each	0.23
Matches .. .. .	box	0.02
Soap .. .. .	2-lb bar	0.29
Towels .. .. .	each	0.96
Kit bags .. .. .	each	1.30

(a) Prices are average of prices collected from each District of the Territory, by Division of District Administration Field Staff. (b) The samples of each commodity vary in quality of materials, design and manufacture.



APPENDIX XVI—continued

2. RETAIL PRICE INDEX (FOOD, TOBACCO AND CERTAIN HOUSEHOLD SUNDRIES) RELATED TO  
NON-INDIGENOUS HOUSEHOLD EXPENDITURE IN THE THREE MAIN TOWNS  
(PORT MORESBY, LAE AND RABAU) COMBINED  
(Base of Each Index: Year 1961-62 = 100.0)

Period					Index numbers (three main towns combined)			
					Food	Tobacco and cigarettes	Household sundries	Whole (three groups)
Year 1961-62	..	..	..	..	100.0	100.0	100.0	100.0
1962-63	..	..	..	..	97.2	99.0	100.7	97.8
1963-64	..	..	..	..	99.3	98.9	100.9	99.5
1964-65	..	..	..	..	102.1	105.1	104.0	102.7
1965-66	..	..	..	..	107.7	110.0	108.8	108.1
1966-67	..	..	..	..	109.7	126.6	110.8	111.7
1967-68	..	..	..	..	111.7	131.7	112.9	114.0
1968-69	..	..	..	..	111.3	131.1	114.0	113.8
1969-70	..	..	..	..	111.6	137.1	112.1	114.5
Quarter—1965								
September quarter	..	..	..	..	105.2	109.2	108.1	105.9
December quarter	..	..	..	..	107.3	109.3	108.9	107.7
1966								
March quarter	..	..	..	..	108.6	110.3	108.9	108.8
June quarter	..	..	..	..	109.8	111.1	109.2	109.9
September quarter	..	..	..	..	109.6	113.9	109.8	110.1
December quarter	..	..	..	..	109.4	129.7	110.4	111.8
1967								
March quarter	..	..	..	..	109.8	131.2	111.4	112.4
June quarter	..	..	..	..	109.9	131.6	111.4	112.5
September quarter	..	..	..	..	110.7	131.8	112.5	113.2
December quarter	..	..	..	..	111.5	131.8	113.0	113.9
1968								
March quarter	..	..	..	..	112.5	131.8	113.0	114.7
June quarter	..	..	..	..	112.2	131.5	113.2	114.4
September quarter	..	..	..	..	111.7	131.2	113.8	114.1
December quarter	..	..	..	..	111.6	131.1	114.1	114.1
1969								
March quarter	..	..	..	..	111.1	131.0	114.1	113.6
June quarter	..	..	..	..	110.9	131.1	114.1	113.4
September quarter	..	..	..	..	111.4	133.0	113.1	114.0
December quarter	..	..	..	..	111.4	137.8	111.5	114.4
1970								
March quarter	..	..	..	..	111.6	138.5	111.8	114.6
June quarter	..	..	..	..	112.0	138.9	112.0	115.0

Figures appearing after the decimal point are inserted to avoid the distortions that would sometimes occur if the indexes were rounded off to the nearest whole number. They do not imply that the indexes possess an accuracy of the order of one-tenth of an index 'point'.



## APPENDIX XVII

### LABOUR

1. INDIGENOUS EMPLOYMENT, BY INDUSTRY GROUP, SECTOR AND BASIS OF ENGAGEMENT AT 30 JUNE 1969 AND 1970
2. INDIGENOUS WORK FORCE, BY DISTRICT OF BIRTH AND DISTRICT OF EMPLOYMENT AT 30 JUNE 1969 AND 1970
3. INDIGENOUS WORK FORCE, BY MALE AND FEMALE OCCUPATION GROUP AND WEEKLY WAGE GROUP AT 30 JUNE 1969 AND 1970

Figures for the above tables are not yet available.

#### 4. LABOUR INSPECTIONS PERFORMED AND WORKERS INTERVIEWED CLASSIFIED BY INDUSTRY, DURING YEAR ENDED 30 JUNE 1970

Industry	Number of inspections	Number of workers interviewed
Primary production—		
Copra and cocoa .. .. .	327	18,333
Rubber .. .. .	1	75
Coffee .. .. .	95	6,811
Tea .. .. .	19	5,170
Pastoral .. .. .	24	1,054
Other agriculture .. .. .	82	2,640
Forestry .. .. .	24	1,050
Mining and quarrying—		
Gold mining .. .. .	9	280
Oil mining .. .. .	..	..
Other mining .. .. .	..	..
Quarrying .. .. .	2	30
General—		
Manufacturing .. .. .	143	3,009
Building and construction .. .. .	104	4,953
Transport and storage .. .. .	205	4,531
Communications .. .. .	21	320
Commerce .. .. .	507	4,731
Personal service .. .. .	4	8
Hotels, amusements and cafes .. .. .	84	1,004
Professional activities—		
Religion and social welfare .. .. .	40	730
Health and hospitals .. .. .	32	1,915
Education .. .. .	33	813
Others .. .. .	142	3,952
Total .. .. .	1,898	61,409



## APPENDIX XVII—continued

5. DETAILS OF REPORTED ACCIDENTS DURING YEAR ENDED 30 JUNE 1970, INCLUDING THOSE AWAITING SETTLEMENT AT 1 JULY 1969: CAUSE OF ACCIDENT, DEGREE OF DISABILITY AND RESULT OF COMPENSATION CLAIM CLASSIFIED BY TYPE OF INDUSTRY

Industry	Cause of accident	Outstanding at 30 June 1969		Reported during year ended 30 June 1970		Total	Degree of disability				Compensation claim result				Not yet final	
		Fatal	Non-fatal	Fatal	Non-fatal		Fatal	Per- manent	Part per- manent	Temp- orary with pay	Not yet deter- mined	Number of cases	Total amount paid	Wages and emolu- ments paid	Non- com- pensat- able	Fatal
Primary production— Copra and cocoa	Falling object	3	4	1	1	9	4	2	1	2	4	1,541.65	1	..	2	2
	Falling from tree	1	2	..	1	4	1	..	..	3	..	..	..	..	1	3
	Fall	..	2	..	6	8	..	..	4	4	..	..	4	..	..	4
	Vehicle accident (in- cluding tractor)	4	5	1	1	11	5	..	2	4	2	1,690.00	1	1	3	4
	Falling tree..	1	..	..	..	1	1	..	..	..	1	70.00	..	..	..	..
	Injured by handtool	..	21	..	16	37	..	6	4	27	6	1,393.20	3	2	..	26
	Injured by machinery	..	8	..	3	11	..	6	1	4	6	2,532.95	1	..	..	4
	Flying object	..	2	..	4	6	..	1	1	4	1	928.80	1	..	..	4
	Drowning	23	..	8	..	31	31	..	..	..	16	10,784.00	..	1	14	..
	Loading cargo	..	2	..	..	2	2	..	1	1	..	..	1	..	..	1
Coffee ..	Falling object	2	..	..	..	2	2	..	..	..	2	2,914.36	..	..	..	..
	Fall	..	4	..	1	5	..	..	1	4	..	..	1	..	..	4
	Injured by handtool	..	1	..	5	6	..	..	2	4	..	..	2	..	..	4
	Injured by machinery	..	..	..	..	4	..	..	..	4	..	..	..	..	..	4
	Vehicle accident (in- cluding tractor)	3	1	1	1	6	4	1	..	3	1	232.20	..	..	..	3
	Flying object	..	..	..	..	..	..	..	..	2	1	200.00	..	..	3	2
	Burns	1	..	..	..	1	1	..	..	1	..	..	..	..	..	1
	Drowning	2	..	..	..	2	2	..	..	..	..	..	..	..	1	..
	Lightning	..	..	1	..	1	1	..	..	..	..	..	..	..	2	..
	Injured by handtool	..	2	..	3	5	..	1	..	4	1	696.60	..	..	1	4
Other agriculture ..	Fall from vehicle	..	1	..	..	1	..	..	..	1	..	..	..	..	..	1
	Vehicle accident (in- cluding tractor)	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Forestry ..	Injured by machinery	..	..	..	2	2	..	..	..	2	..	..	..	..	..	2
	Injured by handtool	..	..	..	1	1	..	..	..	1	..	..	..	..	..	1
Gold mining	Falling tree..	..	1	..	..	1	..	..	..	1	..	..	..	..	..	1
	Falling object	..	1	..	..	1	..	1	..	..	1	3.25	..	..	..	..
	Fall	..	1	..	..	1	..	1	..	..	1	4,214.00	..	..	..	..
	Flying object	..	1	..	..	1	..	1	..	..	1	158.10	..	..	..	..
	Injured by machinery	..	..	..	1	1	..	..	..	1	..	..	..	..	..	1



Other mining	Injured by machinery	..	4	..	8	3	7	..	1	1	1	5	1	1	..	1	..	1	..	5
	Falling object	..	..	1	..	4	12	..	..	..	..	4	..	..	..	..	..	..	..	4
	Flying object	..	1	..	..	1	2	..	..	..	..	2	..	..	..	..	..	..	..	2
	Fall	..	..	..	..	2	2	..	..	..	..	2	..	..	..	..	..	..	..	2
	Vehicle accident (including tractor)	..	..	1	1	1	2	1	..	..	1	..	..	..	1	..	..	..	..	2
Quarrying	Fall from vehicle	..	2	..	..	..	2	..	..	..	..	2	..	..	..	..	..	..	..	2
	Fall	..	2	..	..	..	2	..	..	..	..	2	..	..	..	..	..	..	..	2
	Falling object	..	1	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..
	Injured by machinery	..	1	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..
	Injured by machinery	..	1	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..
Manufacturing	Injured by machinery	..	17	..	..	19	36	..	15	3	3	18	15	..	..	..	..	..	..	18
	Injured by handtool	..	2	..	3	3	5	..	1	1	1	4	1	..	..	..	..	..	..	4
	Falling object (including falling tree)	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	Fall	3	3	..	8	8	14	3	2	2	3	9	3	..	..	..	..	..	..	9
	Flying object	..	5	..	8	4	13	..	3	1	4	8	4	..	..	..	..	..	..	8
Building and construction	Vehicle accident (including tractor)	..	..	..	3	3	4	..	1	..	..	3	1	..	..	..	..	..	..	3
	Drowning	..	..	..	..	..	3	3	..	2	2	1	..	..	..	..	..	..	..	1
	Electrocution	1	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..
	Injured by machinery	..	8	..	18	..	26	..	8	5	5	13	9	..	..	..	..	..	..	..
	Injured by handtool	..	2	..	4	4	6	..	2	2	2	4	..	..	..	..	..	..	..	..
Transport and storage	Fall	..	14	1	8	8	23	1	2	7	13	13	2	6	1	1	..	..	..	13
	Vehicle accident (including tractor)	2	9	1	7	7	19	3	4	1	1	11	4	1	..	..	..	..	..	11
	Falling object	..	9	..	5	5	14	..	2	2	2	10	2	1	1	..	..	..	..	10
	Flying object	..	7	..	6	6	13	..	3	1	1	9	3	3	1	1	..	..	..	9
	Burns	..	1	..	..	..	1	..	..	..	..	1	..	..	..	..	..	..	..	1
Communication	Closing door	..	..	..	3	3	3	..	1	..	..	2	1	..	..	..	..	..	..	2
	Handling cargo	..	..	..	1	1	1	..	1	..	..	..	1	1	..	..	..	..	..	..
	Drowning	4	..	1	..	1	5	5	..	..	..	..	1	1	..	..	..	..	..	..
	Falling object	..	1	..	1	1	2	..	1	..	..	1	1	1	..	..	..	..	..	1
	Fall	..	3	..	6	6	9	..	3	..	..	6	3	3	..	..	..	..	..	4
Commerce	Injured by machinery	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	Vehicle accident (including fall from vehicle)	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	Aircraft accident	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	Handling cargo	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	Fire (including burns)	1	2	..	1	1	4	1	..	..	..	3	..	1	..	..	..	..	..	3
Commerce	Falling object	..	1	..	1	1	2	..	1	2	1	..	1	2	1	2	..	..	..	..
	Fall	..	..	..	3	3	3	..	2	..	..	1	..	..	..	..	..	..	..	1
	Injured by machinery	..	2	..	1	1	3	..	..	..	..	1	2	1	2	..	..	..	..	1
	Injured by handtool	..	3	..	..	..	3	..	..	..	..	3	..	..	..	..	..	..	..	3
	Vehicle accident (including fall from vehicle)	..	..	..	..	..	3	..	..	..	..	3	..	..	..	..	..	..	..	..
Commerce	Falling object	..	2	1	4	4	7	1	1	..	..	5	1	1	..	..	..	..	..	5
	Fall	..	..	..	1	1	1	..	1	..	..	..	1	1	..	..	..	..	..	..
	Burns	..	4	..	2	2	7	1	..	3	..	3	..	..	..	..	..	..	..	..
	Drowning	..	2	..	..	..	2	..	..	2	..	..	..	..	..	..	..	..	..	..
	Loading cargo	..	..	..	1	1	1	..	..	..	..	1	..	..	..	..	..	..	..	1



APPENDIX XVII—continued

5. DETAILS OF REPORTED ACCIDENTS DURING YEAR ENDED 30 JUNE 1970, INCLUDING THOSE AWAITING SETTLEMENT AT 1 JULY 1969: CAUSE OF ACCIDENT, DEGREE OF DISABILITY AND RESULT OF COMPENSATION CLAIM CLASSIFIED BY TYPE OF INDUSTRY—continued

Industry	Cause of accident	Outstanding at 30 June 1969		Reported during year ended 30 June 1970		Total	Degree of disability					Compensation claim result				Not yet final	
		Fatal	Non-fatal	Fatal	Non-fatal		Fatal	Per- manent	Part per- manent	Temp- orary with pay	Not yet deter- mined	Number of cases	Total amount paid	Wages and emolu- ments paid	Non- com- able	Fatal	Non- fatal
Personal service ..	Flying object ..	..	1	..	1	2	..	1	..	1	1	\$ 139.28	..	..	..	1	
	Fall ..	..	1	..	..	1	..	..	..	1	..	..	..	..	..	1	
	Injured by machinery ..	..	3	..	10	13	..	3	..	10	3	660.60	..	..	..	10	
	Flying object ..	..	..	..	1	1	..	..	..	1	..	..	..	..	..	1	
Hotels, Amusement and cafes ..	Injured by handtool ..	..	1	..	2	3	..	2	..	1	2	1,225.50	..	..	..	1	
	Injured by machinery ..	..	1	..	..	1	..	..	..	1	..	..	..	..	..	1	
	Vehicle accident ..	..	..	1	..	1	..	..	..	..	..	..	..	..	1	..	
	Fall ..	..	..	..	2	2	..	1	..	1	1	180.60	..	..	1	1	
Religion and social welfare ..	Falling object ..	..	..	1	..	1	..	..	..	1	..	..	..	..	..	1	
	Tetanus ..	1	..	..	..	1	..	..	..	..	..	..	..	..	..	..	
	Injured by machinery ..	..	1	..	..	1	..	1	..	..	..	116.10	..	..	..	..	
	Injured by machinery ..	..	..	..	2	2	..	1	..	1	1	447.30	..	..	..	1	
Health and hospitals ..	Injured by handtool ..	..	..	..	1	1	..	1	..	..	1	335.40	..	..	..	..	
	Fall ..	..	..	..	1	1	..	..	..	1	..	..	..	..	..	1	
	Drowning ..	..	..	2	..	2	..	..	..	..	..	..	..	2	..	..	
	Injured by machinery ..	..	2	..	4	6	..	1	..	5	1	92.88	..	..	..	5	
Education ..	Injured by handtool ..	..	..	..	4	4	..	..	1	3	..	1,074.29	1	..	..	3	
	Vehicle accident ..	..	3	..	6	9	..	3	..	5	3	..	..	..	..	5	
	Fall ..	..	4	..	6	10	..	..	3	7	..	..	3	..	..	7	
	Gored by wild pig ..	..	..	..	1	1	..	..	..	1	..	..	..	..	..	1	
Not elsewhere classified	Handling cargo ..	..	1	..	1	2	..	..	1	1	..	..	1	..	..	1	
	Closing door ..	..	..	..	1	1	..	..	..	1	..	..	..	..	..	1	
	Flying object ..	..	3	..	1	3	..	..	2	1	..	..	..	2	..	1	
	Tetanus ..	1	..	..	..	1	..	..	..	..	..	..	..	1	..	..	
Total ..		54	188	31	224	497	84	..	89	60	264	117	51,205.93	45	17	56	262



## 6. ILLNESSES AND DEATHS DUE TO OCCUPATIONAL DISEASE DURING YEAR ENDED 30 JUNE 1970

No illnesses or deaths attributable to occupational disease were reported during the period under review.

7. PROSECUTIONS FOR BREACHES OF THE *Native Employment Ordinance* 1958–1967 BY EMPLOYERS DURING YEAR ENDED 30 JUNE 1970

No employers were prosecuted for offences under the *Native Employment Ordinance* 1958–1967 during the period under review.

8. PROSECUTIONS FOR BREACHES OF THE *Native Employment Ordinance* 1958–1967 BY WORKERS DURING YEAR ENDED 30 JUNE 1970

No employees were prosecuted for offences under the *Native Employment Ordinance* 1958–1967 during the period under review.

## 9. DETAILS OF BREACHES OF INDIGENOUS EMPLOYEES' AGREEMENTS BY WORKERS AND EMPLOYERS DURING YEAR ENDED 30 JUNE 1970, RESULTING IN VARIATION OR TERMINATION OF AGREEMENTS

Nature of breach	Section of Ordinance	Terminated	Varied	Total
Under the <i>Native Employment Ordinance</i> 1958–67				
Term extended by Court to cover period of imprisonment ..	{ 43 (1) (a) 43 (1) (b)	..	7 23	30
Term extended by Court to cover period of imprisonment ..	43 (1) (c)	..	10	10
Term extended by Court to cover period of imprisonment ..	43 (2) (b)	..	19	19
Term extended by Court to cover period of unauthorised absences	{ 43 (3) (a) 43 (3) (b)	..	1 17	18
Unauthorised absence .. .. .	48 (2) (a) and (b)	52	..	52
Worker convicted of an offence against the <i>Native Employment Ordinance</i> or other law relating to employment .. ..	49 (1) (a)	3	..	3
Absence due to imprisonment exceeding seven days .. ..	49 (1) (b)	19	..	19
Worker negligent in discharge of his duties .. ..	49 (1) (c)	10	..	10
Disobeying a lawful order .. .. .	49 (1) (d)	31	..	31
Absence from work without leave or reasonable excuse ..	49 (1) (e)	728	..	728
Committing act or omission which justifies termination ..	49 (1) (f)	16	..	16
Worker unfit for any reason to carry out his duties .. ..	49 (4) (a)	30	..	30
		889	77	966

NOTE: In addition there were 215 terminations by Employment Officers under Section 48 (1), that is, by mutual consent of the employer and employee.



APPENDIX XVII—*continued*

## 10. INDUSTRIAL DISPUTES WHICH OCCURRED DURING YEAR ENDED 30 JUNE 1970—CAUSE, NUMBER OF INDIGENOUS WORKERS INVOLVED, MAN-DAYS LOST AND SETTLEMENT—BY TYPE OF INDUSTRY

Industry	Cause	Number of indigenous workers involved			Number of Man-days lost	Settlement
		Private		Governmental		
		Agreement	Casual			
Tea ..	Employees demanded an increase in wage rates, return fares for leave and increases in leave entitlements	..	587	..	1,174	Management initially dismissed the employees, later re-engaged 392 of their number at prevailing rates and conditions
	Men demanded provision of accommodation, provision of a trade store on plantation, and an immediate increase in wage rates	..	126	..	47	One hundred and eleven employees were dismissed. Management promised remainder that accommodation and trade store facilities would be provided in near future
Copra and cocoa	Men stopped work in sympathy with fellow workers gaoled for alleged assault	40	..	..	15	Following discussions with the Labour Inspector the dispute was resolved and men resumed work
	Workers objected to cutting copra on Saturday mornings, a time usually reserved for cleaning of compound area	28	..	..	50	Sixteen employees resumed work, twelve others had agreements terminated and were repatriated
	Altercation between men and manager over increased work load	10	..	..	55	Management terminated employees' agreements and men were repatriated
Coffee ..	Objection by workers to abusive language allegedly used by manager; shortage of rations	..	40	..	45	Work resumed following investigations by Labour Inspector who instructed management to issue rations on time
	Dissatisfaction because of lack of work for employees' wives at conclusion of coffee 'flush'	..	11	..	4	Management promised to re-employ wives as work became available, and employees resumed work
	Workers claimed they had been underpaid	..	10	..	15	Investigation revealed that the workers were, in fact, receiving higher wages than those laid down in the Native Employment Ordinance. Following explanation by Labour Inspector the workers resumed duty
Coffee ..	Employees demanded an increase in wage rates	71	..	..	71	Discussions were held between men and management following which work resumed
Services incidental to rural industries	Demand for money in lieu of rations	..	..	32	10	The Labour Inspector explained to the men that their grievance would have to be forwarded to a higher authority and the employees resumed duty
Forestry ..	Demand for re-establishment of free transport to be provided for weekend travel to main centre	..	..	43	43	Five employees were dismissed, remainder resumed work
	Workers demanded repatriation when one of their number died from pneumonia	..	..	87	349	Employees were granted a period of mourning, after which they resumed work



## 10. INDUSTRIAL DISPUTES WHICH OCCURRED DURING YEAR ENDED 30 JUNE 1970—CAUSE, NUMBER OF INDIGENOUS WORKERS INVOLVED, MAN-DAYS LOST AND SETTLEMENT—BY TYPE OF INDUSTRY—continued

Industry	Cause	Number of indigenous workers involved			Number of Man-days lost	Settlement
		Private		Governmental		
		Agreement	Casual			
Manufacturing	Demand for higher wages by employees receiving base rates	..	52	..	19	Work resumed following investigations by the Labour Inspector and discussions held with men and management. Eight employees were dismissed
Mining ..	Demand for increase in wage rates	..	10	..	10	Management explained conditions of employment to workers and work resumed
Transport ..	Drivers expressed dissatisfaction with non-payment of camping allowance, non-payment of increment and attitude of mechanic	..	8	..	15	A detailed break-up of wage calculations was to be shown on wage envelopes and the allegation of harsh treatment to be investigated. Men resumed work
	Men were dissatisfied with wage rates and conditions of employment	..	22	..	7	Two weeks annual leave to be re-instituted and other complaints to be investigated. Men resumed work
	Employees stopped work in sympathy with expatriate driver who had been dismissed for alleged speeding	..	50	..	125	A discussion between management, the Labour Inspector and employees resulted in the resumption of work
Health and hospitals	Nursing aides alleged lack of privacy in living quarters	..	..	32	104	Two nursing aides were transferred, one was dismissed, the remainder resumed duty
	Dissatisfaction with training methods	..	..	25	1	Sister in charge fully explained method of training with progression towards more responsible duties and trainees resumed work
Building and construction	Inability to comprehend break-up of wages as shown on pay envelopes	..	73	..	73	Nineteen men, who refused to resume work whilst negotiations took place, were dismissed. Remainder were assured that wage calculations would be clearly shown on envelopes in future
	Workers asked for 100 per cent increase in wage rates to offset alleged high cost of living in developing area	..	70	..	304	Management agreed to fully investigate rates of pay and conditions of employment and work resumed
	Misunderstanding over re-arrangements made to allocations of weekend shift work	..	20	..	61	Management explained reasons for alterations to shift work rosters and employees resumed work
	Employees alleged that they had been underpaid	..	..	20	20	Examination of pay sheets by the Labour Inspector proved calculations of pay to be correct, and men resumed duty
	Misunderstanding over wage rates and late arrival of pay	..	8	..	66	Management assured men that wages would be paid on due date in future



APPENDIX XVII—continued

10. INDUSTRIAL DISPUTES WHICH OCCURRED DURING YEAR ENDED 30 JUNE 1970—CAUSE, NUMBER OF INDIGENOUS WORKERS INVOLVED, MAN-DAYS LOST AND SETTLEMENT—BY TYPE OF INDUSTRY—continued

Industry	Cause	Number of indigenous workers involved			Number of Man-days lost	Settlement
		Private		Govern-mental		
		Agree-ment	Casual			
Building and construction— <i>continued</i>	Men stopped work when one of their number was accidentally killed	..	105	..	111	Men resumed work following discussions with management
	Men complained that wages were inadequate in comparison to difficult tasks being performed	..	..	31	25	The Industrial Relations Officer gave a full explanation of wage rates and conditions of employment. All employees resumed work
	Pipe layers expressed dissatisfaction with attitude of foreman	..	49	..	700	Employees were dismissed
	Employees stopped work in sympathy when six of their number were dismissed for unpunctuality	..	120	..	300	Management re-employed workers on another project
	Road workers demanded increased wage rates and improved employment conditions	..	20	..	25	Employees resumed duty following discussions with management
Commerce ..	Men demanded increase in wage rates	..	49	..	8	All workers resumed duty following discussions with management
	Employees demanded an increase in wage rates	..	11	..	42	Men agreed to resume work following explanations of the award by the Regional Labour Officer
	Employer fined an employee for allegedly breaking a garbage can	..	21	..	9	The Labour Inspector advised management that such deductions could not be made from employees wages. Two employees were dismissed
Sawmilling ..	Employees demanded increased wage rates	..	50	..	225	Discussions were held between Industrial Relations Officer, men and management. The claim was dropped
	Employees demanded an increase in wage rates, more satisfactory drinking water and free timber for repair of their dwellings	..	50	..	44	Following discussions with the Industrial Relations Officer and management, the employees were granted an increase in wage rates. The drinking water claim was not substantiated and the matter of free materials was to be given consideration by management
	Employees demanded wage increases	..	46	..	270	Industrial Relations Officer in discussions with employees explained to them that they were receiving above award wages and work resumed
	Employees requested a revision of existing award	..	12	..	60	Work resumed when management agreed to hold discussions with Workers' Association Executive with a view to revising the award



## 10. INDUSTRIAL DISPUTES WHICH OCCURRED DURING YEAR ENDED 30 JUNE 1970—CAUSE, NUMBER OF INDIGENOUS WORKERS INVOLVED, MAN-DAYS LOST AND SETTLEMENT—BY TYPE OF INDUSTRY—continued

Industry	Cause	Number of indigenous workers involved		Governmental	Number of Man-days lost	Settlement
		Private				
		Agreement	Casual			
Stevedoring ..	Dissatisfaction with security measures adopted by police on work site	..	40	..	5	The matter was quickly resolved and work resumed
	Misunderstanding following implementation of new award	..	120	..	15	The Labour Inspector explained the employment conditions under the new award and men resumed work

## 11. TERRITORY OF PAPUA AND NEW GUINEA: MEMBERSHIP OF INDUSTRIAL ASSOCIATIONS, CLASSIFIED BY ASSOCIATION AND RACIAL GROUP AT 30 JUNE 1970

Association	Indigenous	Non indigenous	Total
Abau District Workers' Association .. .. .	5	..	45
Bank Officials' Association of Papua and New Guinea .. .. .	32	155	187
Bougainville Catholic Teachers' Association .. .. .	309	..	309
Bougainville Mining Workers' Union .. .. .	147	..	147
Central District Building and Construction Industry Workers' Union .. .. .	800	..	800
Central District Waterside Workers' Union .. .. .	160	..	160
Goroka Workers' Association .. .. .	116	..	116
Lae Workers' Association .. .. .	174	1	175
Local Teachers' Association .. .. .	32	..	32
Madang Workers' Association .. .. .	133	..	133
Manus District Workers' Association .. .. .	482	..	482
Milne Bay District Workers' Association .. .. .	290	..	290
New Ireland District Workers' Association .. .. .	131	..	131
Northern District Workers' Association .. .. .	123	..	123
Police Association of Papua and New Guinea .. .. .	2,571	85	2,656
Port Moresby Workers' Association .. .. .	276	1	277
Public Service Association of Papua and New Guinea .. .. .	8,893	3,060	11,953
Rabaul Workers' Association .. .. .	428	2	430
Senior Police Officers' Guild .. .. .	..	37	37
Staff Association of the University of Papua and New Guinea .. .. .	85	129	214
Timber Industry Workers' Association of Wau-Bulolo .. .. .	118	..	118
Western District Workers' Association .. .. .	65	..	65
West Sepik District Workers' Union .. .. .	26	..	26
Wewak Workers' Association .. .. .	90	..	90
Western Highlands District Workers' Association .. .. .	40	..	40
Airline Employees' Association of Papua and New Guinea .. .. .	3	35	38
	15,569	3,505	19,074

NOTE: In addition the Staff Association of the Papua and New Guinea Institute of Higher Technical Education had 95 members. The breakdown of this figure into indigenous and non-indigenous members is not available.



# APPENDIX XVIII

## SOCIAL SECURITY AND WELFARE SERVICES

Information relating to social security and welfare services is set out in Part VII, Chapter 5, of this Report.

# APPENDIX XIX

## PUBLIC HEALTH

### 1a. HEALTH SERVICES PERSONNEL: ADMINISTRATION AND OTHER AT 30 JUNE 1970

Designation	Administration				Mission				Total		
	Indigenous		Non-indigenous		Indigenous		Non-indigenous				
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Total
<i>Group A—Health Services Personnel</i>											
Specialist Medical Officers .. ..	1	..	30	3	..	..	..	..	31	3	34
Medical Officers .. ..	30	2	80	8	..	..	31	13	141	23	164
Pharmacists .. ..	..	..	13	..	..	..	13	5	26	5	31
Radiographers .. ..	13	..	2	..	3	1	..	..	18	1	19
Biochemists .. ..	..	..	..	2	..	..	..	..	..	2	2
Medical Technologists .. ..	..	..	5	3	..	..	..	..	5	3	8
Pathology Technicians .. ..	19	..	1	..	..	..	..	..	20	..	20
Laboratory Assistants .. ..	12	..	..	..	..	..	..	..	12	..	12
Physiotherapists .. ..	..	..	..	4	..	..	2	1	2	5	7
Limb Makers .. ..	..	..	1	..	..	..	..	..	1	..	1
Occupational Therapists .. ..	..	..	..	2	..	..	..	..	..	2	2
Health Extension Officers (including Health Educators) .. ..	93	..	64	..	6	9	..	..	163	9	172
Nurses (General) .. ..	152	209	1	230	19	61	12	243	184	743	927
Nurses (Maternal Child Health) .. ..	..	105	..	44	..	33	..	79	..	261	261
Nurse Aides .. ..	33	280	..	..	..	..	..	..	33	280	313
Hospital Orderlies .. ..	714	119	..	..	..	..	..	..	714	119	833
Maternal Child Health Orderlies .. ..	..	17	..	..	..	..	..	..	..	17	17
Training Officer/Tutors .. ..	7	..	9	26	..	..	..	..	16	26	42
Dental Officers .. ..	3	..	10	2	..	..	6	3	19	5	24
Clinical Supervisors .. ..	..	..	..	2	..	..	..	..	..	2	2
Dental Nurses .. ..	49	4	..	1	..	..	..	..	49	5	54
Dental Mechanics .. ..	11	..	3	..	..	..	..	..	14	..	14
Dental Orderlies .. ..	22	1	..	..	..	..	..	..	22	1	23
Health Inspectors .. ..	18	..	17	..	..	..	..	..	35	..	35
Health Inspector Assistants .. ..	11	..	..	..	..	..	..	..	11	..	11
Aidpost Orderlies .. ..	1,258	6	..	..	..	..	..	..	1,258	6	1,264
Malaria Eradication Assistants .. ..	222	..	29	..	..	..	..	..	251	..	251
Sub-Total .. ..	2,668	743	265	327	28	104	64	344	3,025	1,518	4,543



1b. ADMINISTRATIVE AND ANCILLARY PERSONNEL: ADMINISTRATION AND OTHER AT 30 JUNE 1970

Designation	Administration				Mission				Total		
	Indigenous		Non-Indigenous		Indigenous		Non-Indigenous				
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Total
<i>Group B—Administrative and Ancillary Personnel</i>											
Clerks .. ..	25	4	29	23	..	..	..	..	54	27	81
Clerical Assistants ..	102	14	9	83	..	..	..	..	111	97	208
Telephonists .. ..	..	14	..	1	..	..	..	..	..	15	15
Typists .. ..	..	14	..	37	..	..	..	..	..	51	51
Pre-school Teachers ..	..	5	..	16	..	..	..	..	..	21	21
Pre-school Assistants ..	..	7	..	..	..	..	..	..	..	7	7
Librarians .. ..	..	..	..	1	..	..	..	..	..	1	1
Library Assistants ..	..	..	..	1	..	..	..	..	..	1	1
Storemen .. ..	41	..	7	..	..	..	..	..	48	..	48
Overseers .. ..	26	..	..	..	..	..	..	..	26	..	26
Artisans .. ..	4	..	..	..	..	..	..	..	4	..	4
Artisan Assistants ..	8	..	..	..	..	..	..	..	8	..	8
Drivers .. ..	28	..	..	..	..	..	..	..	28	..	28
Cooks .. ..	129	..	..	..	..	..	..	..	129	..	129
Stewards .. ..	65	..	..	..	..	..	..	..	65	..	65
Messengers .. ..	47	..	..	..	..	..	..	..	47	..	47
Seamstresses .. ..	..	20	..	..	..	..	..	..	..	20	20
Labourers .. ..	517	..	..	..	..	..	..	..	517	..	517
Others .. ..	862	647	26	49	..	..	..	..	888	696	1,584
Sub-Total .. ..	1,854	725	71	211	..	..	..	..	1,925	936	2,861
Grand Total .. ..	4,522	1,468	336	538	28	104	64	344	4,950	2,454	7,404

NOTE (i) Mission figures are compiled from available returns and are not exhaustive.  
(ii) Prior to 1969–70, headquarters personnel of the Department of Public Health stationed at Port Moresby were quoted separately in parentheses.



2. PAPUA AND NEW GUINEA: HOSPITALS AND MEDICAL CENTRES AT 30 JUNE 1969

Medical establishments						Administration	Mission	Total
Hospitals—								
Public (including Maternity Wards)	..	..				101	106*	207
Leprosy	..	..	..	..	..	4	5	9
Leprosy and tuberculosis	..	..	..	..	..	5	2	7
Mental	..	..	..	..	..	1	..	1
Tuberculosis	..	..	..	..	..	2	..	2
Total	..	..	..	..	..	113	113	226
Maternal and Child Welfare Centres—								
Central clinics	..	..	..	..	..	46	209	255
Mobile clinic centres	..	..	..	..	..	757	2,308	3,065
Total	..	..	..	..	..	803	2,517	3,320
Other Medical Establishments—								
Aid posts and medical centres	..	..	..	..	..	1,277	257	1,534
Rural health centres	..	..	..	..	..	2	3	5
Total	..	..	..	..	..	1,279	260	1,539
Grand Total	..	..	..	..	..	2,195	2,890	5,085

\* Subject to reclassification.

PAPUA AND NEW GUINEA: HOSPITAL AND MEDICAL CENTRES AT 30 JUNE 1970

Medical establishments						Administration	Mission	Total
Hospitals—								
Public (including Maternity Wards)	..	..				103	127*	230
Leprosy	..	..	..	..	..	4	5	9
Leprosy and tuberculosis	..	..	..	..	..	5	2	7
Mental	..	..	..	..	..	1	..	1
Tuberculosis	..	..	..	..	..	2	..	2
Total	..	..	..	..	..	115	134	249
Maternal and Child Welfare Centres—								
Central clinics	..	..	..	..	..	51	212	263
Mobile clinic centres	..	..	..	..	..	900	2,410	2,310
Total	..	..	..	..	..	951	2,622	3,573
Other Medical Establishments—								
Aid posts and medical centres	..	..	..	..	..	1,354	257	1,611
Rural health centres	..	..	..	..	..	8	3	11
Total	..	..	..	..	..	1,362	260	1,622
Grand Total	..	..	..	..	..	2,428	3,016	5,444

\* Subject to reclassification.



3. MEDICAL TRAINING: KNOWN MISSION TRAINEES AT 30 JUNE 1970

Training course	Trainees		
	Male	Female	Total
Maternal and Child Health—			
New Guinea .. .. .	..	78	78
Anglican Mission—			
Nursing—Two year General Course .. .. .	5	30	35
Catholic Mission—			
Nursing—Two year General Course .. .. .	..	41	41
Lutheran Mission—			
Nursing—Two year General Course .. .. .	19	9	28
Seventh Day Adventists Mission—			
Nursing—Two year General Course .. .. .	2	17	19
Total .. .. .	26	175	201

4. MISSION ESTABLISHMENTS RECEIVING GRANTS IN AID: BY DISTRICT, NUMBER AND STATUS OF PERSON IN CHARGE

District	Medical officer	Nurse	Aid Post Orderly	Total
East Sepik District .. .. .	..	14	1	15
West Sepik District .. .. .	3	11	5	19
Western Highlands District .. .. .	5	17	15	37
Eastern Highlands District .. .. .	..	10	6	16
Chimbu District .. .. .	..	3	2	5
Madang District .. .. .	2	12	5	19
Morobe District .. .. .	1	5	4	10
West New Britain District .. .. .	..	11	2	13
East New Britain District .. .. .	1	6	2	9
Bougainville District .. .. .	2	16	3	21
New Ireland District .. .. .	..	10	..	10
Manus District .. .. .	..	3	..	3
Total .. .. .	14	118	45	177



5. ADMINISTRATION HOSPITALS:—LOCATION AND TYPE AT 30 JUNE 1970

District	Location of hospital		Type	District	Location of hospital		Type
East Sepik ..	Wewak .. ..	..	A and B	Madang ..	Madang .. ..	..	A and B
	Ambunti .. ..	..	B		Aiome .. ..	..	B
	Angoram .. ..	..	B		Bogia .. ..	..	B
	Dreikikir .. ..	..	B		Bundi .. ..	..	B
	Maprik .. ..	..	B		Hatzfeldhaven ..	..	B
	Timbunke .. ..	..	B		Josephstaal ..	..	B
	Yangoru .. ..	..	B		KarKar (Miak) ..	..	B
West Sepik ..	Aitape .. ..	..	B		Saidor .. ..	..	B
	Aitape Leprosy Colony		B		Usino .. ..	..	B
	Amanab .. ..	..	B	Morobe ..	Lae (Angau) ..	..	A and B
	Green River .. ..	..	B		Bulolo .. ..	..	A and B
	Imonda .. ..	..	B		Kaiapit .. ..	..	B
	Lumi .. ..	..	B		Menyamyia .. ..	..	B
	Nuku .. ..	..	B		Morobe .. ..	..	B
	Pagei .. ..	..	B		Mumeng .. ..	..	B
	Telefomin .. ..	..	B		Wau .. ..	..	B
	Vanimo .. ..	..	A and B		Finschhafen .. ..	..	A and B
Western Highlands	Mount Hagen .. ..	..	A and B		Butaweng .. ..	..	B
	Kandep .. ..	..	B	West New Britain	Wasu .. ..	..	B
	Kol .. ..	..	B		Cape Gloucester ..	..	B
	Kompiam .. ..	..	B		Kandrian .. ..	..	B
	Lake Kopiago .. ..	..	B	East New Britain	Talasea .. ..	..	B
	Laiagam .. ..	..	B		Rabaul (Nonga) ..	..	A and B
	Minj .. ..	..	B		Butuwin .. ..	..	B
	Porgera .. ..	..	B		Bitapaka .. ..	..	B
	Tabibuga .. ..	..	B		Pomio .. ..	..	B
	Tambul .. ..	..	B		Tassol Bay .. ..	..	A and B
	Togoba .. ..	..	B	Bougainville ..	Barapinang-Panguna ..	..	A and B
	Wabag .. ..	..	B		Boko .. ..	..	B
Eastern Highlands	Goroka .. ..	..	A and B		Buin .. ..	..	B
	Henganofi .. ..	..	B		Kieta .. ..	..	B
	Kainantu .. ..	..	B		Sohano .. ..	..	B
	Lufa .. ..	..	B		Wakunai .. ..	..	B
	Okapa .. ..	..	B	New Ireland ..	Kavieng .. ..	..	A and B
	Honiara .. ..	..	B		Anelaua .. ..	..	B
Chimbu ..	Kundiawa .. ..	..	B		Namatanai .. ..	..	B
	Chuave .. ..	..	B		Taskul .. ..	..	B
	Gembogl .. ..	..	B	Manus ..	Lorengau .. ..	..	B
	Gumine .. ..	..	B				
	Kerowagi .. ..	..	B				

A—Intermediate wards      B—Public wards



## 6. ADMINISTRATION HOSPITALS AT 30 JUNE 1970: CLASSIFIED BY NUMBER OF BEDS AND STATUS OF PERSON IN CHARGE

Hospitals				Status of persons in charge				Total number of hospitals
				Medical officers	Health Extension Officers	Nursing sisters	Others	
Public—								
10 to 50 beds	..	..	..	2	21	7	2	32
Over 50 beds	..	..	..	20	11	5	2	38
Leprosy—								
10 to 50 beds	..	..	..	..	..	..	..	..
Over 50 beds	..	..	..	1	..	1	..	2
Tuberculosis—								
10 to 50 beds	..	..	..	..	1	..	..	1
Over 50 beds	..	..	..	1	..	..	..	1
Leprosy and Tuberculosis—								
10 to 50 beds	..	..	..	..	..	..	..	..
Over 50 beds	..	..	..	2	1	1	..	4
Total	..	..	..	26	34	14	4	78

## 7. ADMINISTRATION HOSPITALS BY DISTRICT, SHOWING AVERAGE NUMBER OF BEDS OCCUPIED DAILY, ADMISSIONS AND OUT-PATIENTS TREATED DURING YEAR ENDED 31 MARCH 1970

District				Hospitals			Daily average	Admissions	Out-patients
East Sepik				Wewak	..	..	19	3,968	44,855
				Ambunti	..	..	19	435	1,819
				Angoram	..	..	78	894	5,597
				Dreikikir	..	..	28	1,107	8,080
				Maprik	..	..	105	3,179	7,902
				Timbunki	..	..	29	678	32,727
				Yangoru	..	..	19	754	7,689
West Sepik				Aitape	..	..	30	615	21,217
				Aitape Leprosy Colony	..	..	155	61	1,944
				Amanab	..	..	30	278	3,088
				Green River	..	..	20	520	1,496
				Imonda	..	..	21	n.a.	n.a.
				Lumi	..	..	68	1,134	7,483
				Noku	..	..	60	1,025	15,043
				Pagei	..	..	n.a.	n.a.	n.a.
				Telefomin	..	..	47	593	1,249
				Vanimo	..	..	34	917	7,568
Western Highlands				Mount Hagen	..	..	217	5,094	24,276
				Kandep	..	..	25	1,384	3,391
				Kol	..	..	15	1,034	6,689
				Kompam	..	..	45	1,011	7,493
				Lake Kopiago	..	..	8	456	10,136
				Laiagam	..	..	96	3,464	15,165
				Minj	..	..	7	536	17,805
				Porgera	..	..	15	628	1,680
				Tabibuga	..	..	10	746	4,293
				Tambul	..	..	13	864	7,214
				Togoba	..	..	249	164	79
				Wabag	..	..	118	154	7,695
Eastern Highlands				Goroka	..	..	223	5,592	36,042
				Henganofi	..	..	226	820	2,384
				Kainantu	..	..	36	1,401	8,550
				Lufa	..	..	14	838	2,122
				Okapa	..	..	53	1,538	5,906



APPENDIX XIX—continued

7. ADMINISTRATION HOSPITALS BY DISTRICT, SHOWING AVERAGE NUMBER OF BEDS OCCUPIED DAILY, ADMISSIONS AND OUT-PATIENTS TREATED DURING YEAR ENDED 31 MARCH 1970—continued

District				Hospitals				Daily average	Admissions	Out-patients
Chimbu	..	..	..	Kundiawa	..	..	..	183	5,374	5,664
				Chuave	..	..	..	33	2,010	13,580
				Gembogl	..	..	..	31	1,872	15,484
				Gumine	..	..	..	62	2,314	12,942
				Kerowagi	..	..	..	231	2,079	10,128
Madang	..	..	..	Madang	..	..	..	233	3,489	27,623
				Aiome	..	..	..	16	308	7,741
				Bogia ..	..	..	..	33	949	4,351
				Bundi ..	..	..	..	14	570	5,570
				Hatzfeldhafen	..	..	..	65	96	6,636
				Josephstaal	..	..	..	12	272	498
				Karkar (Miak)	..	..	..	21	685	3,689
				Saidor	..	..	..	16	396	10,610
				Usino ..	..	..	..	14	263	3,471
Morobe	..	..	..	Angau (Lae)	..	..	..	315	7,840	56,204
				Bulolo	..	..	..	50	1,978	27,266
				Kaiapit	..	..	..	12	754	14,176
				Menyamya	..	..	..	17	592	13,466
				Morobe	..	..	..	11	384	2,616
				Mumeng	..	..	..	13	300	6,180
				Wau ..	..	..	..	36	1,908	35,116
				Finschhafen	..	..	..	92	1,442	5,264
				Butaweng	..	..	..	296	294	25,632
				Wasu ..	..	..	..	(a)	220	n.a.
West New Britain	..	..	..	Cape Gloucester	..	..	..	6	114	1,666
				Kandrian	..	..	..	95	147	1,148
				Talasea	..	..	..	38	604	6,892
East New Britain	..	..	..	Rabaul (Nonga)	..	..	..	290	7,631	59,449
				Butawin	..	..	..	31	1,434	7,836
				Bitapaka	..	..	..	284	378	..
				Pomio ..	..	..	..	32	415	1,674
				Tassol Bay	..	..	..	34	210	n.a.
Bougainville	..	..	..	Barapinang—Panguna	..	..	..	2	260	9,948
				Boku ..	..	..	..	5	127	4,516
				Buin ..	..	..	..	57	772	2,718
				Kieta ..	..	..	..	94	2,828	7,228
				Sohano	..	..	..	84	1,123	7,784
				Nakunai	..	..	..	17	484	2,546
New Ireland	..	..	..	Kavieng	..	..	..	84	1,936	13,916
				Anelaua	..	..	..	105	42	11,771
				Namatanai	..	..	..	67	1,317	6,094
				Taskul	..	..	..	20	117	1,264
Manus..	..	..	..	Lorengau	..	..	..	52	1,427	14,716

(a) Less than one.



8. INCIDENCE OF PRINCIPAL DISEASES TREATED AND PRINCIPAL CAUSES OF DEATH IN ADMINISTRATION HOSPITALS  
AND IMPORTANT CASE MORTALITY RATES IN PERCENTAGES FOR YEAR ENDED 31 MARCH 1969

International Classification Code Group	Disease or injury	Number of discharges	Percentage of total discharges	Number of deaths	Percentage of total deaths	Death as a percentage of discharges
I	Infective and parasitic diseases	26,138	27.8	503	24.1	1.9
	of which—					
	Malaria	8,647	9.2	109	5.2	1.3
	Tuberculosis	1,481	1.6	77	3.7	5.2
	Leprosy	986	1.0	13	0.6	1.3
	Diarrhoeal disease	9,084	9.7	219	10.5	2.4
	Diseases due to helminths	1,061	1.1	5	0.2	0.5
II	Neoplasms	893	1.0	144	6.9	16.1
	of which—					
	Malignant neoplasms, including neoplasms of lymphatic and haematopoietic tissue	568	0.6	133	6.4	23.4
	Benign neoplasms and neoplasms of unspecified nature	325	0.3	11	0.5	3.4
III	Endocrine nutritional and metabolic diseases	1,659	1.8	71	3.4	4.3
	of which—					
IV	Avitaminosis, and other nutritional deficiency diseases of the blood and blood-forming organs	1,452	1.5	65	3.1	4.5
	of which—					
	Anaemias	1,262	1.3	22	1.1	1.7
V	Mental disorders	643	0.7	3	0.1	0.5
VI	Diseases of the nervous system and sense organs	3,328	3.5	145	7.0	4.4
	of which—					
	Inflammatory diseases of the eye	925	1.0	0	0	0.3
	Otitis media and mastoiditis	973	1.0	3	0.1	15.1
VII	Diseases of the circulatory system	610	0.6	92	4.4	2.4
VIII	Diseases of the respiratory system	21,727	23.1	512	24.6	
	of which—					
	Pneumonia	11,901	12.7	371	17.8	3.1
	Acute upper respiratory tract infections	2,940	3.1	70	3.4	2.4
IX	Diseases of the digestive system	2,439	2.6	85	4.1	3.5
X	Diseases of the genito-urinary system	3,015	3.2	68	3.3	2.3
XI	Complications of pregnancy, childbirth and the puerperium	7,999	8.5	43	2.1	0.5
XII	Diseases of the skin and subcutaneous tissue	5,950	6.3	14	0.7	0.2
	of which—					
	Infections of skin and subcutaneous tissue	3,821	4.1	11	0.5	0.3
XIII	Diseases of the musculoskeletal system and connective tissue	2,067	2.2	6	0.3	0.3
XIV	Congenital anomalies	234	0.2	54	2.6	23.1
XV	Certain causes of perinatal morbidity and mortality	338	0.4	192	9.2	56.8
XVI	Symptoms and ill-defined conditions	4,834	5.1	31	1.5	0.6
XVII	Accidents, poisonings and violence	8,945	9.5	93	4.5	1.0
	Supplementary classifications	1,741	1.9	0	0	0
	All Causes	94,054	100.0	2,084	100.0	2.2



APPENDIX XIX—continued

9. NUMBER OF IN-PATIENTS TREATED AND DEATHS RECORDED (BY DISEASE GROUPS), IN  
ADMINISTRATION HOSPITALS DURING YEAR ENDED 31 MARCH 1969

Code No.	Disease, Injury, etc.	In-patients	Deaths
A1	Cholera .. .. .	..	..
A2	Typhoid fever .. .. .	..	1
A3	Paratyphoid fever and other salmonella infections ..	..	..
A4	Bacillary dysentery and amoebiasis .. ..	147	14
A5	Enteritis and other diarrhoeal disease .. ..	9,156	220
A6	Tuberculosis of respiratory system .. ..	1,187	62
A7	Tuberculosis of meninges and central nervous system ..	34	9
A8	Tuberculosis of intestines, peritoneum and mesentric glands	2	1
A9	Tuberculosis of bones and joints .. ..	61	1
A10	Other tuberculosis, including late effects .. ..	197	4
A11	Plague .. .. .	..	..
A12	Anthrax .. .. .	..	..
A13	Brucellosis .. .. .	..	..
A14	Leprosy .. .. .	986	13
A15	Diphtheria .. .. .	..	1
A16	Whooping cough .. .. .	44	4
A17	Streptococcal sore throat and scarlet fever .. ..	12	..
A18	Erysipelas .. .. .	6	..
A19	Meningococcal infection .. .. .	22	3
A20	Tetanus .. .. .	27	16
A21	Other bacterial disease .. .. .	121	31
A22	Acute poliomyelitis .. .. .	24	..
A23	Late effects of acute poliomyelitis .. .. .	6	..
A24	Smallpox .. .. .	..	..
A25	Measles .. .. .	1,444	2
A26	Yellow fever .. .. .	..	..
A27	Viral encephalitis .. .. .	1	..
A28	Infectious hepatitis .. .. .	188	6
A29	Other viral diseases .. .. .	837	..
A30	Typhus and other rickettsioses .. .. .	..	..
A31	Malaria .. .. .	8,647	109
A32	Trypanosomiasis .. .. .	..	..
A33	Relapsing fever .. .. .	..	..
A34	Congenital syphilis .. .. .	..	..
A35	Early syphilis, symptomatic .. .. .	..	..
A36	Syphilis of central nervous system .. .. .	..	..
A37	Other syphilis .. .. .	..	..
A38	Gonococcal infections .. .. .	492	..
A39	Schistosomiasis .. .. .	..	..
A40	Hydatidosis .. .. .	4	..
A41	Filarial infection .. .. .	47	..
A42	Ancylostomiasis .. .. .	360	2
A43	Other helminthiasis .. .. .	650	3
A44	All other infective and parasitic diseases .. ..	1,436	1
A45	Malignant neoplasm of buccal cavity and pharynx ..	82	6
A46	Malignant neoplasm of oesophagus .. ..	14	5
A47	Malignant neoplasm of stomach .. ..	24	9
A48	Malignant neoplasm of intestine, except rectum ..	10	7
A49	Malignant neoplasm of rectum and rectosigmoid junction ..	..	1
A50	Malignant neoplasm of larynx .. ..	..	..
A51	Malignant neoplasm of trachea, bronchus and lung ..	14	7
A52	Malignant neoplasm of bone .. ..	12	..
A53	Malignant neoplasm of skin .. ..	51	1
A54	Malignant neoplasm of breast .. ..	22	4
A55	Malignant neoplasm of cervix uteri .. ..	37	5
A56	Other malignant neoplasm of uterus .. ..	..	..
A57	Malignant neoplasm of prostate .. ..	..	1
A58	Malignant neoplasm of other and unspecified sites ..	230	64
A59	Leukaemia .. .. .	52	14
A60	Other neoplasms of lymphatic and haemotopoietic tissue ..	20	9
A61	Benign neoplasms and neoplasms of unspecified nature ..	325	11
A62	Non-toxic goitre .. .. .	151	1
A63	Thyrotoxicosis with or without goitre .. ..	4	3



9. NUMBER OF IN-PATIENTS TREATED AND DEATHS RECORDED (BY DISEASE GROUPS), IN  
ADMINISTRATION HOSPITALS DURING YEAR ENDED 31 MARCH 1969—continued

Code No.	Disease, Injury, etc.	In-patients	Deaths
A64	Diabetes mellitus .. .. .	10	..
A65	Avitaminoses and other nutritional deficiency .. ..	1,452	65
A66	Other endocrine and metabolic diseases .. ..	42	2
A67	Anaemias .. .. .	1,262	22
A68	Other diseases of blood and blood-forming organs ..	232	6
A69	Psychoses .. .. .	349	..
A70	Neuroses personality disorders and other non-psychotic mental disorders .. .. .	290	3
A71	Mental retardation .. .. .	4	..
A72	Meningitis .. .. .	625	104
A73	Multiple sclerosis .. .. .	4	..
A74	Epilepsy .. .. .	158	6
A75	Inflammatory diseases of eye .. .. .	925	..
A76	Cataract .. .. .	..	..
A77	Glaucoma .. .. .	..	..
A78	Otitis media mastoiditis .. .. .	973	3
A79	Other diseases of nervous system and sense organs ..	643	32
A80	Active rheumatic fever .. .. .	28	2
A81	Chronic rheumatic heart disease .. .. .	65	9
A82	Hypertensive disease .. .. .	42	3
A83	Ischaemic heart disease .. .. .	29	12
A84	Other forms of heart disease .. .. .	294	44
A85	Cerebrovascular disease .. .. .	49	15
A86	Diseases of arteries, arterioles and capillaries .. ..	5	3
A87	Venous thrombosis and embolism .. .. .	16	3
A88	Other diseases of circulatory system .. .. .	82	1
A89	Acute respiratory infections .. .. .	2,940	70
A90	Influenza .. .. .	838	2
A91	Viral pneumonia .. .. .	4	2
A92	Other pneumonia .. .. .	11,897	369
A93	Bronchitis, emphysema and asthma .. .. .	5,570	54
A94	Hypertrophy of tonsils and adenoids .. .. .	28	..
A95	Empyema and abscess of lung .. .. .	52	2
A96	Other diseases of respiratory system .. .. .	398	13
A97	Diseases of teeth and supporting structures .. .. .	567	1
A98	Peptic ulcer .. .. .	195	11
A99	Gastritis and duodenitis .. .. .	287	..
A100	Appendicitis .. .. .	181	4
A101	Intestinal obstruction and hernia .. .. .	350	11
A102	Cirrhosis of liver .. .. .	103	27
A103	Cholelithiasis and cholecystitis .. .. .	29	..
A104	Other diseases of digestive system .. .. .	727	31
A105	Acute nephritis .. .. .	25	12
A106	Other nephritis and nephrosis .. .. .	189	34
A107	Infections of kidney .. .. .	108	4
A108	Calculus of urinary system .. .. .	16	..
A109	Hyperplasia of prostate .. .. .	9	1
A110	Diseases of breast .. .. .	435	..
A111	Other diseases of genito-urinary system .. .. .	2,233	17
A112	Toxaemias of pregnancy and the puerperium .. ..	171	3
A113	Haemorrhage of pregnancy and childbirth .. ..	354	17
A114	Abortion induced for legal indications .. .. .	..	..
A115	Other and unspecified abortion .. .. .	504	1
A116	Sepsis of childbirth and the puerperium .. .. .	109	10
A117	Other complications of pregnancy, childbirth and the puer- perium .. .. .	838	12
A118	Delivery without mention of complication .. .. .	6,023	..
A119	Infections of skin and subcutaneous tissue .. ..	3,821	11
A120	Other diseases of skin and subcutaneous tissue .. ..	2,129	3
A121	Arthritis and spondylitis .. .. .	1,034	1
A122	Non-articular rheumatism and rheumatism unspecified ..	272	..
A123	Osteomyelitis and periostitis .. .. .	216	4
A124	Ankylosis and acquired musculoskeletal deformities ..	45	..



APPENDIX XIX—continued

9. NUMBER OF IN-PATIENTS TREATED AND DEATHS RECORDED (BY DISEASE GROUPS), IN  
ADMINISTRATION HOSPITALS DURING YEAR ENDED 31 MARCH 1969—continued

Code No.	Disease, Injury, etc.	In-patients	Deaths
A125	Other diseases of musculoskeletal system and connective tissue .. .. .	500	1
A126	Spina bifida .. .. .	4	..
A127	Congenital anomalies of heart .. .. .	67	23
A128	Other congenital anomalies of circulatory system ..	30	4
A129	Cleft palate and cleft lip .. .. .	16	2
A130	All other congenital anomalies .. .. .	117	25
A131	Birth injury and difficult labour .. .. .	18	21
A132	Conditions of placenta and cord .. .. .	4	8
A133	Haemolytic disease of newborn .. .. .	..	..
A134	Anoxic and hypoxic conditions not elsewhere classified ..	41	33
A135	Other causes of perinatal morbidity and mortality ..	275	130
A136	Senility without mention of psychosis .. .. .	..	2
A137	Symptoms and other ill-defined conditions .. .. .	4,834	29
AN138	Fracture of skull .. .. .	190	15
AN139	Fracture of spine and trunk .. .. .	199	7
AN140	Fracture of limbs .. .. .	1,790	3
AN141	Dislocation without fracture .. .. .	128	..
AN142	Sprains and strains of joints and adjacent muscles ..	353	..
AN143	Intracranial injury (excluding skull fracture) .. .. .	376	11
AN144	Internal injury of chest, abdomen and pelvis .. .. .	24	4
AN145	Laceration and open wound .. .. .	3,432	4
AN146	Superficial injury, contusion and crushing with intact skin surface .. .. .	665	1
AN147	Foreign body entering through orifice .. .. .	112	7
AN148	Burn .. .. .	839	18
AN149	Adverse effects of chemical substances .. .. .	323	10
AN150	All other and unspecified effects of external causes ..	514	13
	Total .. .. .	92,313	2,084



10. PRINCIPAL CAUSES OF DEATH OF INDIGENOUS CHILDREN UNDER TEN YEARS OF AGE OCCURRING IN ADMINISTRATION HOSPITALS, BY AGE AND SEX,  
DURING YEAR ENDED 31 MARCH 1970

(AS ASCERTAINED FROM CAUSES OF DEATHS SHOWN ON DEATH CERTIFICATES)

Causes of death	International Classi- fication Code Numbers	Under ten years			Under one month			One month but under one year			One year but under five years			Five years but under ten years		
		Total		Female	Total		Female	Total		Female	Total		Female	Total		Female
		Male	Female		Male	Female		Male	Female		Male	Female		Male	Female	
All causes .. ..	480-486	1,146	502	124	157	8	199	261	144	309	165	144	96	61	35	
Pneumonia .. ..		246	108		20		77	79	21	55	34	21	7	5	2	
Enteritis and other diarrhoeal diseases .. ..	008, 009	180	75	2	3		22	44	40	88	48	40	21	10	11	
Immaturity .. ..	777	103	44	40	49		4	10	..	..	..	..	..	..	..	
Bronchitis and bronchiolitis .. ..	466, 490	80	27	..	2		24	43	2	9	7	2	2	1	1	
Malaria .. ..	084	75	33	..	..		5	7	..	48	26	22	15	9	6	
Meningitis .. ..	320	69	28	1	2		17	27	9	18	9	9	4	3	1	
Avitaminosis and other nutri- tional deficiency .. ..	260-269	50	22	1	3		9	11	11	18	7	11	8	7	1	
Congenital anomalies .. ..	740-759	50	23	16	13		6	12	1	3	2	1	..	..	..	
Accidents, violence and poi- sonings .. ..	800-999	32	13	4	2		9	5	4	6	2	4	6	4	2	
Tuberculosis .. ..	010-019	19	11	..	..		1	3	8	12	4	8	3	1	2	
Other causes .. ..		242	112	52	63		25	20	26	52	26	26	30	21	9	

11. DEATHS OF INDIGENOUS CHILDREN BY DISTRICT, AGE AND SEX, OCCURRING IN ADMINISTRATION HOSPITALS DURING YEAR ENDED 31 MARCH 1969

(AS ASCERTAINED FROM DETAILS SHOWN ON DEATH CERTIFICATES)

District	Under ten years			Under one month			One month but under one year			One year but under five years			Five years but under ten years		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
East Sepik ..	112	65	47	36	21	15	34	21	13	24	10	14	18	13	5
West Sepik ..	71	39	32	17	9	8	28	18	10	19	7	12	7	5	2
Western Highlands	241	138	103	54	34	20	115	64	51	58	31	27	14	9	5
Eastern Highlands	233	125	108	39	20	19	122	68	54	56	28	28	16	9	7
Chimbu ..	89	52	37	7	4	3	50	33	17	29	14	15	3	1	2
Madang ..	53	29	24	14	6	8	18	9	9	16	12	4	5	2	3
Morobe ..	204	117	87	56	27	29	61	33	28	69	44	25	18	13	5
West New Britain	16	8	8	..	..	..	5	3	2	9	3	6	2	2	..
East New Britain	80	41	39	41	24	17	16	6	10	17	9	8	6	2	4
Bougainville	24	15	9	7	5	2	8	3	5	7	5	2	2	2	..
New Ireland	19	12	7	9	6	3	3	3	..	4	1	3	3	2	1
Manus ..	4	3	1	1	1	..	..	..	..	1	1	..	2	1	1
All districts ..	1,146	644	502	281	157	124	460	261	199	309	165	144	96	61	35



12. CHILD ENROLMENTS AND ATTENDANCES AT ADMINISTRATION INFANT WELFARE  
CENTRES AND CLINICS FOR NON-INDIGENOUS PERSONS DURING YEAR  
ENDED 31 MARCH 1970

Centre	Enrolments		Attendances	
	Children aged less than one year	Children aged one to five years	Children aged less than one year	Children aged one to five years
Bogia .. ..	..	..	9	14
Bulolo .. ..	18	62	140	42
Gasnata .. ..	1	3	7	15
Goroka .. ..	70	54	486	85
Kavieng .. ..	17	58	76	31
Kieta .. ..	10	1	41	13
Kundiawa .. ..	12	10	162	13
Lae .. ..	144	105	1,376	187
Laiagam .. ..	..	..	20	47
Lorengau .. ..	2	9	16	18
Madang .. ..	62	82	583	127
Mount Hagen .. ..	53	64	875	161
Rabaul .. ..	200	312	1,729	546
Wewak .. ..	39	29	150	27
Total .. ..	628	789	5,670	1,326



13. CHILD ENROLMENTS AND ATTENDANCES AT ADMINISTRATION MATERNAL AND CHILD HEALTH CENTRES AND CLINICS  
FOR INDIGENOUS PERSONS DURING YEAR ENDED 31 MARCH 1970

Centres				Enrolments			Attendances			
				Children under one year	Children aged one to five years	Children over five years	Children under one year	Children aged one to five years	Children over five years	Total attendances
Aiome	..	..	..	73	234	8	457	1,535	49	2,041
Angoram	..	..	..	98	269	73	545	915	29	1,489
Asaro	..	..	..	372	824	29	663	834	84	1,581
Balvan	..	..	..	62	203	32	561	2,575	177	3,313
Bogia	..	..	..	209	954	75	1,922	7,147	157	9,226
Buin	..	..	..	29	95	32	230	642	219	1,091
Bulolo	..	..	..	472	1,419	..	3,012	6,648	146	9,806
Bundi	..	..	..	63	506	..	281	1,205	36	1,522
Gasnata	..	..	..	114	385	..	1,043	2,408	345	3,796
Goroka	..	..	..	626	2,200	..	4,193	9,664	127	13,984
Kaiapit	..	..	..	531	1,507	..	3,600	10,460	294	14,354
Kainantu	..	..	..	241	1,087	183	2,395	7,220	1,283	10,898
Kavieng	..	..	..	168	532	22	1,380	3,651	92	5,123
Kerowagi	..	..	..	229	551	14	646	721	15	1,382
Kieta	..	..	..	112	552	58	1,072	4,077	366	5,515
Konga	..	..	..	189	871	90	1,131	3,671	215	5,017
Kundiawa	..	..	..	872	2,142	1	6,021	8,116	32	14,169
Lae ..	..	..	..	1,764	4,091	188	17,522	23,324	1,551	42,397
Laiagam	..	..	..	..	..	..	1,964	3,662	384	6,010
Lorengau	..	..	..	323	1,184	143	2,837	8,026	413	11,276
Madang	..	..	..	750	2,400	..	5,638	12,878	309	18,825
Maprik	..	..	..	373	1,106	..	2,459	8,374	182	11,015
Marunga	..	..	..	21	93	8	273	1,220	41	1,534
Minj	..	..	..	318	1,107	28	3,163	5,860	74	9,097
Mount Hagen	..	..	..	771	3,132	21	7,952	17,600	407	25,959
Nahavio	..	..	..	144	478	83	1,051	3,392	291	4,734
Namatanai	..	..	..	264	995	108	2,258	5,643	53	7,954
Pomio	..	..	..	172	737	27	1,102	3,417	127	4,646
Rabaul	..	..	..	1,131	3,359	..	16,977	36,129	9,251	62,357
Sighere	..	..	..	161	612	30	1,184	2,870	167	4,221
Sohano	..	..	..	281	806	128	2,270	5,349	459	8,078
Tambul	..	..	..	122	149	43	172	215	42	429
Tapapipi	..	..	..	353	1,384	203	2,778	8,722	1,115	12,615
Vunapaka	..	..	..	331	1,532	59	3,026	8,891	791	12,708
Wakunai	..	..	..	63	257	..	555	1,340	94	1,989
Wande	..	..	..	109	322	6	1,576	4,391	63	6,030
Wantoot	..	..	..	44	575	..	1,541	5,285	242	7,068
Wewak	..	..	..	725	2,051	147	6,880	11,091	826	18,797
Witu	..	..	..	74	411	2	582	2,559	1	3,142
Total	..	..	..	12,754	41,112	1,841	112,912	251,727	20,549	385,188



APPENDIX XIX—continued

14. ADMINISTRATION MATERNAL AND CHILD HEALTH CENTRES AND CLINICS FOR INDIGENOUS PERSONS FOR YEAR ENDED 31 MARCH 1970—ANTENATAL CARE, CONFINEMENTS AND DEATHS

Centres	Antenatal		Confinements			Number of deaths				
	Enrol-ments	Total attend-ances	Confine-ments	Still-births	Multiple births	Maternal	Under one month	One to twelve months	One to five years	Over five years
Aiome .. ..	13	110	82	2	..	..	..	6	1	..
Angoram .. ..	20	146	22	..	..	..	..	..	1	..
Asaro .. ..	9	185	204	2	4 x 2	..	2	1	..	..
Baluan .. ..	14	236	42	..	..	..	..	..	..	..
Bogia .. ..	44	500	170	5	..	..	3	2	5	..
Buin .. ..	4	94	7	..	1 x 2	1	..	1	..	..
Bulolo .. ..	61	499	417	3	8 x 2	2	8	20	22	5
Bundi .. ..	1	54	83	..	..	..	4	9	1	..
Gasmata .. ..	7	345	40	..	..	..	..	3	1	..
Goroka .. ..	73	516	645	1	1 x 2	1	3	6	5	..
Kaiapit .. ..	78	1,257	516	19	5 x 2	4	15	13	24	1
Kainantu .. ..	55	429	287	..	..	..	15	7	2	..
Kavieng .. ..	45	815	54	1	..	..	..	2	1	..
Kerowagi .. ..	98	119	13	..	..	..	..	..	..	..
Kieta .. ..	23	216	36	..	..	1	..	..	..	..
Konga .. ..	35	248	30	..	..	6	..	..	..	1
Kundiawa .. ..	132	1,195	953	..	..	2	12	14	6	..
Lae .. ..	650	7,425	2,266	16	22 x 2	6	10	24	11	3
Laiagam .. ..	..	437	399	7	1 x 2	1	3	9	6	1
Lorengau .. ..	20	989	227	4	..	1	..	3	4	..
Madang .. ..	242	2,242	435	7	6 x 2	2	9	22	28	..
Maprik .. ..	83	815	246	2	2 x 2	..	3	8	3	..
Marunga .. ..	10	100	5	2	..	..	..	..	..	..
Minj .. ..	79	740	57	..	2 x 2	1	1	4	..	..
Mount Hagen .. ..	128	924	775	..	15 x 2	2	2	31	9	..
Nahavio .. ..	30	361	86	..	..	..	..	1	..	..
Namatanai .. ..	83	702	115	4	1 x 2	..	..	..	1	..
Pomio .. ..	51	393	52	1	3 x 2	..	2	..	3	..
Rabaul .. ..	471	4,344	103	2	..	..	..	6	1	..
Sighere .. ..	40	327	182	1	1 x 2	..	2	4	3	..
Sohano .. ..	56	605	192	2	2 x 2	1	4	8	4	..
Tambul .. ..	8	..	25	..	..	..	..	..	..	..
Tapapipi .. ..	11	473	27	1	..	..	..	..	..	..
Vunapaka .. ..	28	731	107	..	..	..	..	..	1	..
Wakunai .. ..	11	90	24	..	..	..	..	..	..	..
Wande .. ..	18	216	231	..	..	..	2	..	..	..
Wantoot .. ..	18	292	200	9	..	..	1	6	11	..
Wewak .. ..	118	1,545	390	3	4 x 2	1	3	2	3	2
Witu .. ..	39	272	55	1	..	1	1	1	..	..
Total .. ..	2,906	30,987	9,800	95	78 x 2	33	105	213	157	13



## 15. CHILD ENROLMENTS AND ATTENDANCES AT MISSION MATERNAL AND CHILD HEALTH CENTRES AND CLINICS FOR INDIGENOUS PERSONS DURING YEAR ENDED 31 MARCH 1970

Mission	Number of stations	Enrolments		Attendances			
		Children less than one year at 31 March 1970	Children five years at 31 March 1970	Children less than one year at 31 March 1970	Children one to five years	Children over five years	Total attendances
Anglican Mission .. .. .	4	416	2,162	3,404	10,491	1,392	15,287
Apostolic Church Mission .. .. .	2	170	475	6,968	15,291	2,092	24,351
Assemblies of God Mission .. .. .	2	369	1,589	2,246	8,252	420	10,918
Australian Baptist Mission .. .. .	6	925	3,653	8,612	26,507	4,261	39,380
Australian Church of Christ .. .. .	2	200	807	1,192	3,066	343	4,601
Catholic Mission of the Divine Word, Wewak .. .. .	13	2,619	9,573	19,369	65,864	8,221	93,454
Catholic Mission of the Divine Word, Goroka .. .. .	3	262	586	1,442	2,440	154	4,036
Catholic Mission of the Holy Ghost .. .. .	8	992	3,636	9,332	35,911	3,437	48,680
Catholic Mission, Franciscan .. .. .	8	1,163	4,020	10,916	41,067	4,658	56,641
Catholic Mission, Marist .. .. .	16	2,027	5,175	10,400	34,655	8,746	53,801
Catholic Mission, Passionist Fathers .. .. .	1	344	1,425	2,433	6,032	716	9,181
Catholic Mission, Sacred Heart (Vunapope) .. .. .	15	7,078	8,338	19,197	65,727	15,688	100,612
Catholic Mission, Sacred Heart, Kavieng .. .. .	9	765	3,058	10,036	30,194	5,050	45,280
Christian Missions in Many Lands .. .. .	5	640	2,447	4,985	14,441	916	20,342
Coral Sea Union of Seventh Day Adventists .. .. .	4	1,130	3,562	10,238	29,048	754	40,040
Evangelical Mission .. .. .	2	89	314	745	2,301	118	3,164
Gospel Tidings Mission .. .. .	1	65	182	346	669	52	1,067
Lutheran Mission, Australia .. .. .	4	535	1,513	3,162	13,119	2,471	18,752
Lutheran Mission, Missouri .. .. .	5	566	1,704	6,409	24,416	2,594	33,419
Lutheran Mission, New Guinea .. .. .	9	2,992	10,679	22,338	80,467	8,816	111,621
Nazarene Mission .. .. .	1	166	617	927	3,050	1,190	5,167
Salvation Army Mission .. .. .	2	323	1,671	2,738	7,385	558	10,681
Seventh Day Adventists of Bismark and Solomon Islands .. .. .	3	96	342	731	2,200	518	3,449
South Sea Evangelical Mission .. .. .	1	142	419	1,639	4,693	..	6,332
Swiss Evangelical Mission .. .. .	1	79	218	361	1,263	883	2,507
United Church Mission .. .. .	8	1,099	4,350	9,405	27,297	2,482	39,184
Total .. .. .	135	25,252	72,515	169,571	555,846	76,530	801,947



APPENDIX XIX—continued

16. MISSION INFANT WELFARE CENTRES AND CLINICS FOR INDIGENOUS PERSONS FOR YEAR ENDED 31 MARCH 1970—  
ANTENATAL CARE, CONFINEMENTS AND DEATHS

Missions	Antenatals		Confinements				Deaths			
	Enrol-ments	Total attend-ances	Confine-ments	Still births	Multiple births	Maternal	Under one month	One to twelve months	One to five years	Over five years
Anglican Mission .. ..	51	564	379	6	3 x 2	3	3	9	7	..
Apostolic Church Mission ..	50	1,829	675	14	14 x 2	1	26	45	33	33
Assemblies of God Mission ..	145	941	368	6	..	..	21	14	8	..
Australian Baptist Mission ..	388	2,982	777	13	12 x 2	4	31	27	29	3
Australian Church of Christ ..	321	206	137	7	4 x 2, 1 x 3	2	5	10	3	..
Catholic Mission Divine Word, Wewak .. .. .	808	5,789	2,262	41	26 x 2	17	61	148	59	10
Catholic Mission Divine Word, Goroka .. .. .	56	647	137	1	..	..	..	..	..	..
Catholic Mission Holy Ghost ..	314	3,685	912	43	11 x 2, 1 x 3	5	23	47	42	1
Catholic Mission Franciscan ..	285	2,731	1,188	30	17 x 2	5	40	45	46	9
Catholic Mission Marist ..	661	3,640	409	11	4 x 2	3	5	8	21	9
Catholic Mission Passionist Fathers (Vunapope) ..	59	682	317	..	..	1	3	10	7	..
Catholic Mission Sacred Heart	1,229	17,125	549	18	3 x 2	2	20	35	17	6
Catholic Mission Sacred Heart, Kavieng .. .. .	221	3,787	197	1	1 x 2, 1 x 3	2	3	4	27	..
Catholic Mission in Many Lands Coral Sea Union of Seventh Day Adventists .. ..	100	713	748	28	11 x 2	13	25	44	31	..
Evangelical Mission .. ..	311	2,860	696	17	6 x 2	5	25	62	47	1
Gospel Tidings Mission ..	32	223	55	3	..	..	2	..	3	1
Lutheran Mission, Australia ..	10	144	46	2	..	1	1	1	..	..
Lutheran Mission, Missouri ..	149	971	728	2	8 x 2	2	11	19	16	..
Lutheran Mission, Missouri ..	74	615	542	5	4 x 2	2	5	20	42	1
Lutheran Mission, New Guinea	633	5,950	2,103	27	28 x 2	6	52	65	39	1
Nazarene Mission .. ..	13	119	143	..	1 x 3	1	1	1	1	..
Salvation Army Mission ..	57	882	301	1	1 x 2	..	1	2	..	..
Seventh Day Adventists of Bis- mark and Solomon Islands ..	15	409	59	2	..	1	..	..	..	..
South Sea Evangelical Mission	15	193	144	6	1 x 2	1	4	11	4	..
Swiss Evangelical Mission ..	24	107	64	1	..	..	2	2	1	..
United Church Mission ..	275	3,541	375	11	4 x 2	2	7	4	18	3
Total .. ..	6,296	61,335	14,311	296	4 x 3 158 x 2	79	377	633	501	78

17. TOTAL EXPENDITURE ON PUBLIC HEALTH DURING YEAR ENDED 30 JUNE 1970

1969-70 Statistics set out under categories complying with those in *Studies in Methods: 'A System of National Accounts and Supporting Tables'*—United Nations New York 1960—are not yet available.



APPENDIX XX

HOUSING

1. NUMBER AND VALUE (WHEN COMPLETED) OF NEW HOUSES AND FLATS AND VALUE (WHEN COMPLETED) OF OTHER NEW BUILDINGS

Period	Commenced				Completed				Under construction			
	Dwelling units		Other new buildings	Total new buildings	Dwelling units		Other new buildings	Total new buildings	Dwelling units		Other new buildings	Total new buildings
	Number	Value	Value	Value	Number	Value	Value	Value	Number	Value	Value	Value
Year ended 30 June—		\$'000	\$'000	\$'000		\$'000	\$'000	\$'000		\$'000	\$'000	\$'000
1965 ..	455	3,129	6,596	9,725	444	2,979	6,607	9,586	236	1,705	4,854	6,558
1966 ..	969	6,541	8,173	14,714	649	4,500	5,718	10,217	556	3,863	7,381	11,244
1967 ..	1,002	7,801	10,146	17,947	1,045	7,211	7,113	14,324	513	4,350	10,127	14,477
1968 ..	946	7,048	8,184	15,232	1,157	8,990	10,226	19,216	302	2,503	7,918	10,421
1969 ..	649	5,330	10,929	16,259	680	5,643	12,395	18,038	271	2,181	6,595	8,776
Nine months ended 31 March 1970 ..	910	5,724	12,285	18,009	489	3,853	8,694	12,547	1,340	8,855	22,513	31,369



# APPENDIX XXI

## PENAL ORGANISATION

### 1. PERSONS RECEIVED INTO CORRECTIVE INSTITUTIONS FROM COURTS DURING YEAR ENDED 30 JUNE 1970

Term of sentence	Indigenous persons			Europeans			Other non-indigenous persons		
	Males	Females	Total	Males	Females	Total	Males	Females	Total
Under 1 month .. ..	2,888	247	3,135	4	..	4	..	..	..
1 month and under 3 months..	7,776	404	8,180	2	..	2	4	..	4
3 months and under 6 months	2,988	110	3,098	3	..	3	3	..	3
6 months and under 12 months	698	13	711	3	..	3	..	..	..
1 year and under 2 years ..	53	..	53	2	..	2	..	..	..
2 years and under 3 years ..	22	..	22	1	..	1	..	..	..
3 years and under 5 years ..	16	1	17	..	..	..	..	..	..
5 years and under 10 years ..	19	..	19	..	..	..	..	..	..
10 years and under 15 years ..	8	..	8	..	..	..	..	..	..
15 years and over .. ..	1	..	1	..	..	..	..	..	..
Life imprisonment .. ..	..	..	..	..	..	..	..	..	..
Death recorded(a) .. ..	..	..	..	..	..	..	..	..	..
Queen's pleasure .. ..	..	..	..	..	..	..	..	..	..
Total { First term ..	14,225	761	14,986	8	..	8	1	..	1
	Recidivist ..	244	258	7	..	7	6	..	6
Grand total .. ..	14,469	775	15,244	15	..	15	7	..	7

(a) All sentences of 'Death Recorded' have subsequently been commuted to determinate sentences. There was no sentence of death carried out this year.

NOTE: The daily average number of detainees was (i) Indigenous = 3,122; (ii) Non-indigenous = 4.

### 2. AGE DISTRIBUTION OF PERSONS UNDER SENTENCE IN CORRECTIVE INSTITUTIONS AT 30 JUNE 1970

Age in years	Indigenous persons			Europeans			Other non-indigenous persons		
	Males	Females	Total	Males	Females	Total	Males	Females	Total
Under 14 .. ..	1	..	1	..	..	..	..	..	..
14 and 15 .. ..	18	2	20	..	..	..	..	..	..
16 and 17 .. ..	74	15	89	..	..	..	..	..	..
18, 19 and 20 .. ..	263	30	293	..	..	..	..	..	..
21 to 24 .. ..	504	44	548	1	..	1	1	..	1
25 to 29 .. ..	647	32	679	2	..	2	1	..	1
30 to 39 .. ..	634	31	665	1	..	1	..	..	..
40 to 49 .. ..	248	10	258	2	..	2	..	..	..
50 to 59 .. ..	31	..	31	..	..	..	..	..	..
60 and over .. ..	13	..	13	..	..	..	..	..	..
Total { First term ..	2,060	139	2,199	2	..	2	1	..	1
	Recidivist ..	373	398	4	..	4	1	..	1
Grand total .. ..	2,433	164	2,597	6	..	6	2	..	2



3. TERMS OF SENTENCES BEING SERVED AT 30 JUNE 1970

Term of sentence	Indigenous persons			Europeans			Other non-indigenous persons		
	Males	Females	Total	Males	Females	Total	Males	Females	Total
Under 1 month .. ..	173	42	215	..	..	..	..	..	..
1 month and under 3 months..	745	62	807	..	..	..	..	..	..
3 months and under 6 months	803	44	847	..	..	..	1	..	1
6 months and under 12 months	248	9	257	3	..	3	..	..	..
1 year and under 2 years ..	56	1	57	2	..	2	..	..	..
2 years and under 3 years ..	68	1	69	1	..	1	..	..	..
3 years and under 5 years ..	76	1	77	..	..	..	1	..	1
5 years and under 10 years ..	160	4	164	..	..	..	..	..	..
10 years and under 15 years ..	89	..	89	..	..	..	..	..	..
15 years and over .. ..	12	..	12	..	..	..	..	..	..
Life Imprisonment .. ..	1	..	1	..	..	..	..	..	..
Death Recorded(a) .. ..	1	..	1	..	..	..	..	..	..
Queen's Pleasure .. ..	1	..	1	..	..	..	..	..	..
Total { First Term ..	2,060	139	2,199	2	..	2	1	..	1
	373	25	398	4	..	4	1	..	1
Grand total .. ..	2,433	164	2,597	6	..	6	2	..	2

(a) All sentences of 'Death Recorded' have subsequently been commuted to determinate sentences. There was no sentence of death carried out this year.



APPENDIX XXII

EDUCATION

1. ADMINISTRATION AND NON-GOVERNMENT SCHOOLS, TEACHERS AND PUPILS AT 30 JUNE 1966 TO 1970

At 30 June	Administration				Non-Government(a)				Total(a)						
	Schools	Teachers	Pupils			Schools	Teachers	Pupils			Schools	Teachers	Pupils		
			Male	Female	Total			Male	Female	Total			Male	Female	Total
1966 ..	348	1,552	34,263	15,577	49,840	1,029	3,139	58,120	38,865	96,985	1,377	4,691	92,383	54,442	146,825
1967 ..	355	1,667	36,203	16,937	53,140	932	3,227	60,452	38,254	98,706	1,287	4,894	96,655	55,781	151,846
1968 ..	358	1,842	38,201	18,097	56,298	923	3,390	62,450	38,271	100,721	1,281	5,232	100,651	56,368	157,019
1969 ..	385	2,054	40,909	19,416	60,325	892	3,515	64,535	38,938	103,473	1,277	5,569	105,444	58,354	163,798
1970 ..	392	2,144	42,796	20,377	63,173	836	3,220	65,874	38,609	104,483	1,228	5,364	108,670	58,986	167,656

(a) Figures do not include Exempt Schools and Staff.



2. ADMINISTRATION AND NON-GOVERNMENT PRIMARY SCHOOLS: TEACHERS AND PUPILS AT 30 JUNE 1966 TO 1970

At 30 June	Administration					Non-Government (a)					Total							
	Teachers			Pupils		Teachers			Pupils		Teachers			Pupils				
	Indig- enous	Non- indig- enous	Total	Male	Female	Total	Indig- enous	Non- indig- enous	Total	Male	Female	Total	Indig- enous	Non- indig- enous	Total	Male	Female	Total
Primary (Territory Curriculum)																		
1966 ..	908	292	1,200	28,732	13,544	42,276	2,484	439	2,923	55,262	37,721	92,983	3,392	731	4,123	83,994	51,265	135,259
1967 ..	1,008	256	1,264	29,821	14,533	44,354	2,568	417	2,985	56,998	36,860	93,858	3,576	673	4,249	86,819	51,393	138,212
1968 ..	1,110	230	1,340	30,898	15,280	46,178	2,629	418	3,047	58,293	36,589	94,882	3,739	648	4,387	89,191	51,869	141,060
1969 ..	1,209	234	1,443	32,255	16,063	48,318	2,631	517	3,148	59,944	36,756	96,700	3,840	751	4,591	92,199	52,819	145,018
1970 ..	1,237	216	1,453	32,702	16,127	48,829	2,592	288	2,880	60,693	35,926	96,619	3,829	504	4,333	93,395	52,053	145,448
Primary* (Other Curricula) (b)																		
1966 ..	..	85	85	1,216	1,142	2,358	..	19	19	227	275	502	..	104	104	1,443	1,417	2,860
1967 ..	1	88	89	1,364	1,241	2,605	1	33	34	299	302	601	2	121	123	1,663	1,543	3,206
1968 ..	2	101	103	1,495	1,389	2,884	1	42	43	310	318	628	3	143	146	1,805	1,707	3,512
1969 ..	3	110	113	1,729	1,579	3,308	1	31	32	338	362	700	4	141	145	2,067	1,941	4,008
1970 ..	27	129	156	2,431	2,109	4,540	..	26	26	328	324	652	27	155	182	2,759	2,433	5,192
Total Primary (a)																		
1966 ..	908	377	1,285	29,948	14,686	44,634	3,764	458	4,222	76,336	51,865	128,201	4,672	835	5,507	106,284	66,551	172,835
1967 ..	1,009	344	1,353	31,185	15,774	46,959	3,673	450	4,123	75,156	49,819	124,975	4,682	794	5,476	106,341	65,593	171,934
1968 ..	1,112	331	1,443	32,393	16,669	49,062	3,539	460	3,999	75,255	49,027	124,282	4,651	791	5,442	107,648	65,696	173,344
1969 ..	1,212	344	1,556	33,984	17,642	51,626	2,632	548	3,180	60,282	37,118	97,400	3,844	892	4,736	94,266	54,760	149,026
1970 ..	1,264	345	1,609	35,133	18,236	53,369	2,592	314	2,906	61,021	36,250	97,271	3,856	659	4,515	96,154	54,486	150,640

(a) Exempt schools were included in the statistics up to 30 June 1968. They are no longer included as these schools do not reach the minimal requirements for a subsidised school. (b) Primary\* schools follow Australian, Dual or Variable Curricula.



3. ADMINISTRATION AND NON-GOVERNMENT POST-PRIMARY SCHOOLS: TEACHERS AND PUPILS AT 30 JUNE 1966 TO 1970

At 30 June	Administration					Non-Government (a)					Total				
	Teachers			Pupils		Teachers			Pupils		Teachers			Pupils	
	Indig- enous	Non- indig- enous	Total	Male	Female	Total	Indig- enous	Non- indig- enous	Total	Male	Female	Total	Indig- enous	Non- indig- enous	Total
High Schools															
1966 ..	14	137	151	2,461	734	3,195	7	121	128	2,101	545	2,646	21	258	279
1967 ..	19	164	183	3,153	940	4,093	14	126	140	2,602	780	3,382	33	290	323
1968 ..	31	207	238	3,865	1,195	5,060	16	175	191	3,109	1,012	4,121	47	382	429
1969 ..	29	254	283	4,437	1,442	5,879	18	200	218	3,547	1,246	4,793	47	454	501
1970 ..	39	274	313	4,947	1,704	6,651	23	188	211	4,145	1,626	5,771	62	462	524
Technical/Vocational (a)															
1966 ..	30	72	102	1,727	116	1,843	5	17	22	123	151	274	35	89	124
1967 ..	28	76	104	1,722	172	1,894	3	19	22	166	122	288	31	95	126
1968 ..	28	85	113	1,638	139	1,777	9	25	34	262	116	378	37	110	147
1969 ..	39	111	150	2,156	232	2,388	8	32	40	192	290	482	47	143	190
1970 ..	45	119	164	2,352	298	2,650	8	17	25	166	413	579	53	136	189
Teacher Training															
1966 ..	2	12	14	125	43	168	7	40	47	397	183	580	9	52	61
1967 ..	3	24	27	143	51	194	6	40	46	387	190	577	9	64	73
1968 ..	2	46	48	305	94	399	17	58	75	476	236	712	19	104	123
1969 ..	1	64	65	332	100	432	5	72	77	514	284	798	6	136	142
1970 ..	3	55	58	364	139	(b) 503	8	70	78	542	320 (b)	862	11	125	136
Total Post-Primary															
1966 ..	46	221	267	4,313	893	5,206	19	178	197	2,621	879	3,500	65	399	464
1967 ..	50	264	314	5,018	1,163	6,181	23	185	208	3,155	1,092	4,247	73	449	522
1968 ..	61	338	399	5,808	1,428	7,236	42	258	300	3,847	1,364	5,211	103	596	699
1969 ..	69	429	498	6,925	1,774	8,699	31	304	335	4,253	1,820	6,073	100	733	833
1970 ..	87	448	535	7,663	2,141	9,804	39	275	314	4,853	2,359	7,212	126	723	849
													6,934	1,772	8,706
													8,173	2,255	10,428
													9,655	2,792	12,447
													11,178	3,594	14,772
													12,516	4,500	17,016

(a) Vocational Schools were formed during 1966-67. (b) Initial Training Courses only



4. ADMINISTRATION AND NON-GOVERNMENT SCHOOLS: NUMBER AND TYPE OF SCHOOL AT 30 JUNE 1966 TO 1970

At 30 June	Administration						Mission						Total					
	Primary* (a)	Primary (b)	High	Tech- nical and Voca- tional	Teacher Training	Total	Primary* (a)	Primary (b)	High	Tech- nical	Teacher Training	Total	Primary* (a)	Primary (b)	High	Tech- nical and Voca- tional	Teacher Training	Total
1966	27	278	14	27	2	348	8	974	25	10	12	2,051	35	1,252	39	37	14	2,399
1967	27	279	14	33	2	355	10	879	26	7	10	932	37	1,158	40	40	12	1,287
1968	29	283	17	27	2	358	12	867	24	10	10	923	41	1,150	41	37	12	1,281
1969	29	304	18	32	2	385	12	833	24	15	8	892	41	1,137	42	47	10	1,277
1970	30	306	19	35	2	392	12	780	24	13	7	836	42	1,086	43	48	9	1,228

NOTE: Exempt Schools were included in the statistics up to 30 June 1968. They are no longer included as they do not reach the minimal requirements for a subsidised school.

(a) Primary\* schools follow Australian, Dual or Variable curricula.

(b) These Schools follow the Territory Curriculum.



5. ADMINISTRATION AND NON-GOVERNMENT SCHOOLS: NUMBER AND TYPE OF SCHOOL AND TOTAL ENROLMENTS—BY DISTRICT AND CONTROLLING AUTHORITY, AT 30 JUNE 1970

Controlling authority	Primary				Secondary				Technical		Vocational		Teachers Colleges		
	Territory		Other		Territory		Other		Number of colleges	Total enrolments	Number of colleges	Total enrolments	Number of colleges	Total enrolments	
	Number of schools	Total enrolments	Number of schools	Total enrolments	Number of schools	Total enrolments	Number of schools	Total enrolments							
East Sepik—	Administration ..	34	5,205	3	246	2	634	..	..	..	..	3	186	..	..
	Evangelical Alliance ..	16	1,500	..	..	..	..	..	..	..	..	..	..	..	..
	Seventh Day Adventist ..	8	565	..	..	..	..	..	..	..	..	..	..	..	..
	Catholic ..	45	7,506	..	..	2	498	..	..	..	..	..	..	1	98
	Total ..	103	14,776	3	246	4	1,132	..	..	..	..	3	186	1	98
West Sepik—	Administration ..	16	1,765	1	194	..	..	..	..	..	..	3	158	..	..
	Evangelical Alliance ..	8	607	..	..	..	..	..	..	..	..	1	23	..	..
	Catholic ..	31	4,301	..	..	1	285	..	..	..	..	..	..	..	..
	Total ..	55	6,673	1	194	1	285	..	..	..	..	4	181	..	..
Western Highlands—	Administration ..	30	4,920	4	259	1	363	..	..	..	..	2	93	..	..
	Anglican ..	3	292	..	..	..	..	..	..	..	..	..	..	..	..
	Evangelical Alliance ..	15	1,477	2	46	..	..	..	..	..	..	1	36	..	..
	Lutheran ..	18	2,363	1	79	1	201	..	..	..	..	1	36	..	..
	Seventh Day Adventist ..	10	603	1	18	..	..	..	..	..	..	..	..	..	..
	Catholic ..	32	6,734	..	..	2	378	..	..	..	..	..	..	1	165
	Total ..	108	16,389	8	402	4	942	..	..	..	..	4	165	1	165
Eastern Highlands—	Administration ..	36	5,460	3	400	1	544	..	..	1	162	2	138	1	366
	Anglican ..	1	108	..	..	..	..	..	..	..	..	..	..	..	..
	Evangelical Alliance ..	5	687	..	..	..	..	..	..	..	..	..	..	..	..
	Lutheran ..	14	1,425	..	..	1	319	..	..	..	..	..	..	..	..
	Seventh Day Adventist ..	9	921	1	24	1	328	..	..	..	..	..	..	..	..
	Catholic ..	3	476	..	..	..	..	..	..	..	..	..	..	..	..
	Other ..	5	520	1	14	..	..	..	..	..	..	..	..	..	..
	Total ..	73	9,597	5	438	3	1,191	..	..	1	162	2	138	1	366







5. ADMINISTRATION AND NON-GOVERNMENT SCHOOLS: NUMBER AND TYPE OF SCHOOL AND TOTAL ENROLMENTS—By DISTRICT AND CONTROLLING AUTHORITY,  
AT 30 JUNE 1970—continued

Controlling authority	Primary				Secondary				Technical		Vocational		Teachers Colleges	
	Territory			Other		Territory		Other		Number of colleges	Total enrol-ments	Number of colleges	Total enrol-ments	
	Number of schools	Total enrol-ments	Number of schools	Total enrol-ments	Number of schools	Total enrol-ments	Number of schools	Total enrol-ments						
Bougainville— Administration .. Seventh Day Adventist .. United .. Catholic ..  Total ..	14	1,723	3	139	2	478	..	..	..	..	3	158	..	..
	10	617	..	..	..	..	..	..	..	..	..	..	..	..
	18	1,646	..	..	..	..	..	..	..	..	1	98	..	..
	80	9,965	..	..	2	531	..	..	..	..	2	71	..	..
	122	13,951	3	139	4	1,009	..	..	..	..	6	327	..	..
New Ireland— Administration .. Seventh Day Adventist .. United .. Catholic ..  Total ..	22	2,536	1	116	2	441	..	..	..	..	1	33	..	..
	14	874	..	..	..	..	..	..	..	..	..	..	..	..
	21	1,661	..	..	1	103	..	..	..	..	..	..	..	..
	46	4,122	1	66	1	306	..	..	..	..	1	30	..	..
	103	9,193	2	182	4	850	..	..	..	..	2	63	..	..
Manus— Administration .. Evangelical Alliance .. Seventh Day Adventist .. Catholic ..  Total ..	20	1,753	2	195	1	424	..	..	..	..	3	70	..	..
	10	594	..	..	..	..	..	..	..	..	..	..	..	..
	12	562	..	..	..	..	..	..	..	..	..	..	..	..
	20	1,304	..	..	1	141	..	..	..	..	1	37	..	..
	62	4,213	2	195	2	565	..	..	..	..	4	107	..	..
Total New Guinea— Administration .. Anglican .. Evangelical Alliance .. Lutheran .. Seventh Day Adventist .. United .. Catholic .. Other ..  Total ..	306	48,829	30	4,540	17	6,197	2	454	5	1,052	30	1,598	2	501
	15	1,484	..	..	..	..	..	..	..	..	..	..	..	..
	62	5,151	2	46	..	..	..	..	..	..	2	59	..	..
	143	16,618	2	113	4	1,014	..	..	..	..	1	36	1	229
	82	5,438	2	42	2	615	..	..	1	25	..	..	1	71
	63	6,154	..	..	2	375	..	..	..	..	1	98	1	121
	410	61,254	5	437	16	3,767	..	..	1	58	7	303	4	473
	5	520	1	14	..	..	..	..	..	..	..	..	..	..
	1,086	145,448	42	5,192	41	11,968	2	454	7	1,135	41	2,094	9	1,395



6. ADMINISTRATION AND NON-GOVERNMENT SCHOOLS: ENROLMENTS BY ACADEMIC LEVEL, AT 30 JUNE 1970

[illegible]

(a) Australian, Dual or Variable Curriculum.

Academic Level		High		Technical		Vocational		High		Technical		Vocational		Technical		Vocational		Total		
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female					
Secondary—																				
Form 1	..	1,848	719	60	55	1,502	66	1,581	740	44	..	70	316	3,429	1,459	104	55	1,572	382	7,001
Form 2	..	1,611	510	58	..	30	..	1,295	537	39	..	13	97	2,906	1,047	97	..	43	97	4,190
Form 3	..	986	344	535	131	..	..	731	245	..	..	..	..	1,717	589	535	131	..	..	2,972
Form 4	..	501	127	167	46	..	..	445	104	..	..	..	..	946	231	167	46	..	..	1,390
Form 5	..	..	3	..	..	..	..	54	3	..	..	..	..	54	3	..	..	..	..	57
Form 6	..	1	1	..	..	..	..	39	..	..	..	..	..	40	1	..	..	..	..	41
Total	..	4,947	1,704	820	232	1,532	66	4,145	1,626	83	..	83	413	9,092	3,330	903	232	1,615	479	15,651

Academic Level	Male	Female	Male	Female	Male	Female	Total
Teacher Training—							
Year 1 ..	158	73	309	167	467	240	707
Year 2 ..	172	54	233	153	405	207	612
Year 3 ..	34	12	..	..	34	12	46
Further Training ..	..	..	35	2	35	2	37
Total ..	364	139	577	322	941	461	1,402



APPENDIX XXII—continued

7. ADMINISTRATION AND NON-GOVERNMENT PUPILS: ENROLMENTS IN TYPE OF SCHOOL BY ETHNIC GROUP AND DISTRICT, AT 30 JUNE 1970

Ethnic group and District	Primary(a)			Primary(b)			Secondary			Technical			Vocational			Total			
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	
Indigenous—	East Sepik	4	7	11	10,217	4,547	14,764	859	272	1,131	..	..	..	186	..	186	11,266	4,826	16,092
	West Sepik	112	68	180	4,249	2,424	6,673	232	53	285	..	..	..	181	..	181	4,774	2,545	7,319
	Western Highlands	17	19	36	12,992	3,392	16,384	751	184	935	..	..	..	153	12	165	13,913	3,607	17,520
	Eastern Highlands	22	22	44	7,468	2,128	9,591	934	254	1,188	157	5	162	138	..	138	8,714	2,409	11,123
	Chimbu	9	5	14	7,413	2,009	9,422	403	70	473	..	..	..	50	..	50	7,875	2,084	9,959
	Madang	21	17	38	10,468	6,584	17,052	1,206	274	1,480	176	..	176	156	31	187	12,027	6,906	18,933
	Morobe	506	309	815	10,175	5,275	15,450	1,054	300	1,354	276	68	344	182	28	210	12,193	5,980	18,173
	West New Britain	8	5	13	4,630	3,824	8,454	..	..	..	..	..	..	82	..	82	4,720	3,829	8,549
	East New Britain	66	45	111	10,950	9,275	20,225	1,858	887	2,745	291	153	444	242	156	398	13,407	10,516	23,923
	Bougainville	5	14	19	7,529	6,410	13,939	727	280	1,007	..	..	..	142	185	327	8,403	6,889	15,292
	New Ireland	12	25	37	4,930	4,253	9,183	566	284	850	..	..	..	33	30	63	5,541	4,592	10,133
Manus..	73	53	126	2,325	1,888	4,213	281	284	565	..	..	..	70	37	107	2,749	2,262	5,011	
Total	855	589	1,444	93,341	52,009	145,350	8,871	3,142	12,013	900	226	1,126	1,615	479	2,094	105,582	56,445	162,027	
European—	East Sepik	106	97	203	3	2	5	..	..	..	..	..	..	..	..	..	109	99	208
	West Sepik	7	4	11	..	..	..	..	..	..	..	..	..	..	..	..	7	4	11
	Western Highlands	168	173	341	1	..	1	..	..	..	..	..	..	..	..	..	169	173	342
	Eastern Highlands	191	185	376	1	2	3	..	1	1	..	..	..	..	..	..	192	188	380
	Chimbu	16	14	30	1	1	2	..	..	..	..	..	..	..	..	..	17	15	32
	Madang	145	130	275	1	3	4	2	2	4	..	..	..	..	..	..	148	135	283
	Morobe	448	458	906	2	3	5	75	63	138	..	1	1	..	..	..	525	525	1,050
	West New Britain	11	12	23	..	..	..	..	..	..	..	..	..	..	..	..	11	12	23
	East New Britain	208	209	417	1	9	10	35	29	64	..	..	..	..	..	..	244	247	491
	Bougainville	55	56	111	3	2	5	..	1	1	..	..	..	..	..	..	58	59	117
	New Ireland	12	22	34	..	..	..	..	..	..	..	..	..	..	..	..	12	22	34
Manus..	34	29	63	..	..	..	..	..	..	..	..	..	..	..	..	34	29	63	
Total	1,401	1,389	2,790	13	22	35	112	96	208	..	1	1	..	..	..	1,526	1,508	3,034	



APPENDIX XXII—continued

7. ADMINISTRATION AND NON-GOVERNMENT PUPILS: ENROLMENTS IN TYPE OF SCHOOL BY ETHNIC GROUP AND DISTRICT, AT 30 JUNE 1970—continued

Ethnic group and District	Primary*(a)			Primary(b)			Secondary			Technical			Vocational			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
<i>Mixed Race—</i>																		
East Sepik ..	11	8	19	6	1	7	1	..	1	..	..	..	..	..	..	18	9	27
West Sepik ..	2	1	3	..	..	..	..	..	..	..	..	..	..	..	..	2	1	3
Western Highlands ..	9	12	21	3	1	4	5	2	7	..	..	..	..	..	..	17	15	32
Eastern Highlands ..	5	5	10	1	2	3	..	2	2	..	..	..	..	..	..	6	9	15
Chimbu ..	..	..	..	3	2	5	..	..	..	..	..	..	..	..	..	3	2	5
Madang ..	24	16	40	5	4	9	2	2	4	1	..	1	..	..	..	32	22	54
Morobe ..	50	42	92	5	..	5	30	16	46	..	4	4	..	..	..	85	62	147
West New Britain ..	4	4	8	3	4	7	..	..	..	..	..	..	..	..	..	7	8	15
East New Britain ..	156	179	335	3	2	5	54	46	100	2	1	3	..	..	..	215	228	443
Bougainville ..	2	2	4	4	3	7	..	1	1	..	..	..	..	..	..	6	6	12
New Ireland ..	53	47	100	7	3	10	..	..	..	..	..	..	..	..	..	60	50	110
Manus..	2	..	2	..	..	..	..	..	..	..	..	..	..	..	..	2	..	2
Total ..	318	316	634	40	22	62	92	69	161	3	5	8	..	..	..	453	412	865
<i>Asian—</i>																		
East Sepik ..	8	5	13	..	..	..	..	..	..	..	..	..	..	..	..	8	5	13
West Sepik ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Western Highlands ..	3	1	4	..	..	..	..	..	..	..	..	..	..	..	..	3	1	4
Eastern Highlands ..	3	5	8	..	..	..	..	..	..	..	..	..	..	..	..	3	5	8
Chimbu ..	1	1	2	..	..	..	..	..	..	..	..	..	..	..	..	1	1	2
Madang ..	11	14	25	..	..	1	..	..	..	..	..	..	..	..	..	12	14	26
Morobe ..	32	30	62	..	..	..	1	4	5	..	..	..	..	..	..	33	34	67
West New Britain ..	1	..	1	..	..	..	..	..	..	..	..	..	..	..	..	1	..	1
East New Britain ..	115	74	189	..	..	..	16	19	35	..	..	..	..	..	..	131	93	224
Bougainville ..	3	2	5	..	..	..	..	..	..	..	..	..	..	..	..	3	2	5
New Ireland ..	6	5	11	..	..	..	..	..	..	..	..	..	..	..	..	6	5	11
Manus..	2	2	4	..	..	..	..	..	..	..	..	..	..	..	..	2	2	4
Total ..	185	139	324	1	..	1	17	23	40	..	..	..	..	..	..	203	162	365

(a) Primary\* Schools follow Australian, Dual or Variable curricula.

(b) Schools following Territory curriculum.



APPENDIX XXII—continued

8. ADMINISTRATION AND NON-GOVERNMENT INDIGENOUS PRIMARY PUPILS: AGE DISTRIBUTION (YEARS) IN ACADEMIC LEVEL BY DISTRICT AND SEX, AT 30 JUNE 1970

District	Sex	Preparatory		Standard 1		Standard 2		Standard 3		Standard 4		Standard 5		Standard 6	
		Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.
East Sepik ..	Male	7.2	1.1	8.3	1.6	9.7	1.6	11.0	1.8	12.2	1.9	13.5	1.9	14.7	1.7
	Female	7.0	1.1	8.3	1.5	9.7	1.5	11.0	1.8	11.8	1.6	13.2	1.6	14.2	1.6
West Sepik ..	Male	7.8	1.1	8.6	1.6	9.5	1.7	11.2	2.0	12.6	1.9	13.6	1.9	14.9	1.9
	Female	7.7	1.1	8.3	1.3	9.4	1.5	11.1	1.7	12.1	1.7	13.4	1.7	14.1	1.5
Western Highlands ..	Male	6.9	1.3	8.0	1.6	9.5	1.7	10.9	1.9	11.8	1.8	13.1	1.8	14.3	2.0
	Female	6.9	1.3	8.0	1.6	9.1	1.6	10.5	1.6	11.8	1.8	12.9	1.7	14.3	1.6
Eastern Highlands ..	Male	7.3	1.7	8.0	1.5	9.0	1.7	10.4	1.9	11.4	1.9	12.6	1.8	13.6	1.8
	Female	6.6	1.1	7.8	1.4	8.6	1.3	10.1	1.6	10.9	1.4	12.0	1.4	13.0	1.4
Chimbu ..	Male	6.8	1.2	8.0	1.4	9.2	1.8	11.0	2.0	11.9	2.0	13.2	2.1	14.2	2.1
	Female	6.3	0.9	8.0	1.4	9.1	1.7	10.3	1.6	11.7	1.7	12.9	1.9	13.9	1.7
Madang ..	Male	6.9	1.4	8.2	1.9	9.6	1.9	10.8	1.9	11.8	2.1	13.1	1.8	14.3	1.8
	Female	6.9	1.3	8.1	1.8	9.5	1.7	10.6	1.7	11.8	1.8	12.8	1.5	13.9	1.5
Morobe ..	Male	7.6	1.8	8.3	1.8	9.8	2.0	11.0	2.0	12.2	2.0	13.0	1.9	13.9	1.7
	Female	7.3	1.5	8.0	1.6	9.3	1.8	10.6	1.7	11.9	2.0	12.7	1.6	13.5	1.5
West New Britain ..	Male	7.1	1.0	8.0	1.4	9.6	1.7	10.9	1.7	12.3	1.8	13.4	1.9	14.4	1.5
	Female	7.3	1.2	7.9	1.3	9.3	1.4	10.8	1.7	12.2	1.7	13.1	1.8	14.2	1.4
East New Britain ..	Male	6.7	0.8	7.8	1.5	9.1	1.6	10.2	1.5	11.6	1.5	12.6	1.6	13.8	1.6
	Female	6.9	0.8	7.7	1.4	8.9	1.5	10.2	1.5	11.3	1.6	12.4	1.5	13.6	1.4
Bougainville ..	Male	7.0	1.1	8.4	1.5	9.6	1.6	10.8	1.7	11.9	1.9	13.2	1.8	14.4	1.7
	Female	7.0	1.0	8.4	1.6	9.5	1.6	10.7	1.7	11.9	1.8	13.2	1.7	14.6	1.6
New Ireland ..	Male	6.5	0.7	7.6	1.1	9.1	1.4	10.1	1.5	11.2	1.6	12.2	1.6	13.6	1.5
	Female	6.5	0.8	7.5	1.0	9.1	1.3	9.9	1.5	11.1	1.4	12.3	1.5	13.7	1.4
Manus ..	Male	6.8	1.2	7.5	0.8	8.9	1.2	9.9	1.3	10.8	1.3	12.6	1.5	13.4	1.4
	Female	6.6	0.9	7.5	0.8	8.8	1.2	9.8	1.3	10.9	1.3	12.4	1.4	13.3	1.4
All Districts ..	Male	7.0	1.4	8.1	1.6	9.4	1.7	10.7	1.8	11.9	1.9	13.0	1.9	14.1	1.8
	Female	7.0	1.3	8.0	1.5	9.2	1.6	10.5	1.7	11.6	1.7	12.8	1.6	13.9	1.5



APPENDIX XXII—continued

9. ADMINISTRATION AND NON-GOVERNMENT INDIGENOUS SECONDARY PUPILS: AGE DISTRIBUTION (YEARS) IN ACADEMIC LEVEL BY DISTRICT AND SEX, AT 30 JUNE 1970

District	Sex	Form 1		Form 2		Form 3		Form 4		Form 5		Form 6	
		Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.
East Sepik ..	Male ..	15.0	1.6	16.0	1.6	17.0	1.5	18.1	1.7	..	..	..	..
	Female ..	14.5	1.3	16.1	1.8	16.6	1.2	16.9	0.8	..	..	..	..
West Sepik ..	Male ..	14.1	1.2	16.2	1.8	18.0	1.1	19.8	1.3	..	..	..	..
	Female ..	14.9	0.8	16.2	1.4	..	..	..	..	..	..	..	..
Western Highlands ..	Male ..	14.6	1.7	16.2	1.9	17.5	1.5	18.2	1.6	..	..	..	..
	Female ..	14.5	1.5	16.3	1.3	17.1	2.4	..	..	..	..	..	..
Eastern Highlands ..	Male ..	14.7	1.8	15.7	1.8	16.4	1.7	17.8	1.8	..	..	..	..
	Female ..	14.7	1.6	15.3	1.4	16.3	1.7	16.3	1.4	..	..	..	..
Chimbu ..	Male ..	14.9	1.7	15.8	1.6	16.6	1.3	17.4	1.1	..	..	..	..
	Female ..	14.9	1.5	15.4	1.9	16.4	1.6	..	..	..	..	..	..
Madang ..	Male ..	14.8	1.7	16.0	1.7	16.8	1.8	18.1	1.7	19.8	1.9	21.7	1.8
	Female ..	14.7	2.2	15.6	1.2	16.7	1.6	17.1	0.9	..	..	..	..
Morobe ..	Male ..	15.0	1.7	16.0	1.7	16.9	1.6	17.8	1.4	..	..	..	..
	Female ..	14.5	1.6	16.1	1.7	16.6	1.4	16.9	1.5	..	..	..	..
West New Britain ..	Male ..	..	..	..	..	..	..	..	..	..	..	..	..
	Female ..	..	..	..	..	..	..	..	..	..	..	..	..
East New Britain ..	Male ..	14.5	1.4	15.8	1.4	16.8	1.2	18.0	1.7	19.4	1.5	21.0	1.9
	Female ..	14.7	1.6	16.1	1.5	16.9	1.4	17.9	1.6	..	..	..	..
Bougainville ..	Male ..	15.5	1.5	16.7	1.5	17.7	1.7	18.4	1.3	..	..	..	..
	Female ..	15.5	1.7	16.8	1.6	18.1	1.6	18.6	1.6	..	..	..	..
New Ireland ..	Male ..	14.5	1.3	15.9	1.3	16.9	1.3	17.9	1.7	..	..	..	..
	Female ..	14.7	1.2	16.0	1.1	16.1	1.3	17.1	1.4	..	..	..	..
Manus ..	Male ..	14.5	1.1	15.3	1.2	16.8	1.1	17.9	1.0	..	..	..	..
	Female ..	14.3	1.0	15.1	1.1	15.9	0.9	17.2	1.0	..	..	..	..
All Districts ..	Males ..	14.8	1.6	16.0	1.6	17.0	1.5	18.0	1.6	19.6	1.7	21.3	1.9
	Females ..	14.7	1.6	16.0	1.5	16.7	1.6	17.3	1.5	..	..	..	..



APPENDIX XXII—continued

10. ADMINISTRATION AND NON-GOVERNMENT INDIGENOUS PUPILS: SUMMARY OF AGE DISTRIBUTION (YEARS) IN ACADEMIC LEVEL, AT 30 JUNE 1970

Academic level	Sex	5—	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20+	Mean	S.D.
Preparatory ..	Male	502	2,139	2,357	1,066	499	264	78	37	14	3	2	..	..	1	1	2	7.0	1.4
	Female	256	1,372	1,500	625	259	130	47	17	2	1	..	..	..	..	..	..	7.0	1.3
Standard 1 ..	Male	185	1,822	5,908	5,831	2,944	1,781	640	364	152	68	32	34	11	13	6	6	8.1	1.6
	Female	118	1,153	3,735	3,514	1,738	904	377	158	59	27	7	26	8	6	3	1	8.0	1.5
Standard 2 ..	Male	..	178	1,470	4,063	4,521	3,574	2,112	1,017	432	224	118	58	27	20	8	9	9.4	1.7
	Female	..	122	845	2,384	2,647	1,940	979	463	185	90	25	14	3	1	1	3	9.2	1.6
Standard 3 ..	Male	..	..	146	973	2,887	3,810	2,891	2,248	1,211	547	264	137	64	37	18	19	10.7	1.8
	Female	..	..	126	579	1,878	2,372	1,657	1,164	574	240	113	49	10	6	3	7	10.5	1.7
Standard 4 ..	Male	..	..	..	147	796	2,409	3,011	2,719	1,994	1,271	601	265	154	63	31	19	11.9	1.9
	Female	..	..	..	91	503	1,431	1,694	1,512	1,067	543	249	118	43	14	7	3	11.6	1.7
Standard 5 ..	Male	..	..	..	..	106	599	1,681	2,466	2,360	1,861	1,199	549	291	125	42	30	13.0	1.9
	Female	..	..	..	..	76	310	975	1,528	1,301	1,051	517	213	75	18	7	5	12.8	1.6
Standard 6 ..	Male	..	..	..	..	..	63	381	1,282	1,918	2,198	1,694	1,163	499	223	85	56	14.1	1.8
	Female	..	..	..	..	..	28	214	648	1,057	1,207	879	468	157	48	16	2	13.9	1.5
Form 1 ..	Male	..	..	..	..	..	..	30	186	558	764	759	543	326	129	32	11	14.8	1.6
	Female	..	..	..	..	..	..	9	61	235	358	374	222	97	29	8	10	14.7	1.6
Form 2 ..	Male	..	..	..	..	..	..	..	25	123	389	598	699	525	341	109	45	16.0	1.6
	Female	..	..	..	..	..	..	..	7	23	137	196	306	181	88	36	11	16.0	1.5
Form 3 ..	Male	..	..	..	..	..	..	..	..	10	67	218	355	425	354	178	73	17.0	1.5
	Female	..	..	..	..	..	..	..	..	6	34	67	145	148	88	40	23	16.7	1.6
Form 4 ..	Male	..	..	..	..	..	..	..	..	..	8	34	109	189	245	170	151	18.0	1.6
	Female	..	..	..	..	..	..	..	..	..	..	17	47	49	52	25	13	17.3	1.5
Form 5 ..	Male	..	..	..	..	..	..	..	..	..	..	1	1	4	7	13	28	19.6	1.7
	Female	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Form 6 ..	Male	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	Female	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Total	..	1,061	6,786	16,087	19,273	18,854	19,615	16,776	15,902	13,281	11,088	7,964	5,521	3,286	1,911	842	560	10.8	3.0

11. ADMINISTRATION AND NON-GOVERNMENT INSTITUTIONS: STAFF DISTRIBUTION OF OVERSEAS AND LOCAL OFFICERS BY DISTRICT, AT 30 JUNE 1970

(i) Administration

District	Primary(a)		Secondary(a)		Technical(a)		Teacher education(a)		Management services		Education services		Total	
	Overseas	Local	Overseas	Local	Overseas	Local	Overseas	Local	Overseas	Local	Overseas	Local	Overseas	Local
East Sepik ..	32	125	26	10	2	6	..	..	4	5	..	..	64	146
West Sepik ..	10	55	..	..	3	4	..	..	1	4	..	..	14	63
Western Highlands ..	36	106	17	2	3	1	..	..	5	2	..	..	61	111
Eastern Highlands ..	39	127	25	9	16	8	47	23	7	7	..	..	134	174
Chimbu ..	13	94	14	8	2	1	..	..	4	2	..	..	33	105
Madang ..	40	137	32	15	23	6	18	11	8	4	..	..	121	173
Morobe ..	73	165	48	12	30	15	..	..	12	7	..	..	163	199
West New Britain ..	6	43	..	..	2	3	..	..	..	2	..	..	8	48
East New Britain ..	67	214	71	21	37	18	..	..	14	10	..	..	189	263
Bougainville ..	13	47	18	9	5	4	..	..	3	1	..	..	39	61
New Ireland ..	9	79	20	7	1	2	..	..	3	5	..	..	33	93
Manus ..	7	72	21	7	1	1	..	..	3	2	..	..	32	82
Total ..	345	1,264	292	100	125	69	65	34	64	51	..	..	891	1,518

(a) Includes Management Services staff at teaching institutions.

(ii) Non-Government

District	Primary		Secondary		Technical		Teacher education		Management services		Education services		Total	
	Overseas	Local	Overseas	Local	Overseas	Local	Overseas	Local	Overseas	Local	Overseas	Local	Overseas	Local
East Sepik ..	40	212	18	2	..	..	8	..	..	..	..	..	66	214
West Sepik ..	40	91	9	..	1	..	..	..	..	..	..	..	50	91
Western Highlands ..	67	231	23	1	3	..	14	1	..	..	..	..	107	233
Eastern Highlands ..	29	83	22	1	..	..	..	..	..	..	..	..	51	84
Chimbu ..	20	132	4	1	..	..	..	..	..	..	..	..	24	133
Madang ..	33	316	21	1	1	..	..	..	..	..	..	..	55	317
Morobe ..	16	259	19	..	3	..	19	..	..	..	..	..	57	259
West New Britain ..	12	189	..	..	..	..	..	..	..	..	..	..	12	189
East New Britain ..	23	372	46	6	4	2	29	7	..	..	..	..	102	387
Bougainville ..	19	376	16	3	4	5	..	..	..	..	..	..	39	384
New Ireland ..	10	229	7	5	..	..	..	..	..	..	..	..	17	234
Manus ..	5	102	3	3	1	1	..	..	..	..	..	..	9	106
Total ..	314	2,592	188	23	17	8	70	8	..	..	..	..	589	2,631



11. ADMINISTRATION AND NON-GOVERNMENT INSTITUTIONS: STAFF DISTRIBUTION OF OVERSEAS AND LOCAL OFFICERS BY DISTRICT, AT 30 JUNE 1970—continued

Total

District	Primary		Secondary		Technical		Teacher education		Management services		Education services		Total	
	Overseas	Local	Overseas	Local	Overseas	Local	Overseas	Local	Overseas	Local	Overseas	Local	Overseas	Local
East Sepik ..	72	337	44	12	2	6	8	..	4	5	..	..	130	360
West Sepik ..	50	146	9	..	4	4	..	..	1	4	..	..	64	154
Western Highlands ..	103	337	40	3	6	1	14	1	5	2	..	..	168	344
Eastern Highlands ..	68	210	47	10	16	8	47	23	7	7	..	..	185	258
Chimbu ..	33	226	18	9	2	1	..	..	4	2	..	..	57	238
Madang ..	73	453	53	16	24	6	18	11	8	4	..	..	176	490
Morobe ..	89	424	67	12	33	15	19	..	12	7	..	..	220	458
West New Britain ..	18	232	..	..	2	3	..	..	..	2	..	..	20	237
East New Britain ..	90	586	117	27	41	20	29	7	14	10	..	..	291	650
Bougainville ..	32	423	34	12	9	9	..	..	3	1	..	..	78	445
New Ireland ..	19	308	27	12	1	2	..	..	3	5	..	..	50	327
Manus ..	12	174	24	10	2	2	..	..	3	2	..	..	41	188
Total ..	659	3,856	480	123	142	77	135	42	64	51	..	..	1,480	4,149

12. ADMINISTRATION AND NON-GOVERNMENT PRIMARY PUPILS: PROGRESSIVES, REPEATERS AND NEW ENTRIES INTO THE EDUCATION SYSTEM, BY DISTRICT, AT 30 JUNE 1970  
(i) Administration

District	Sex	Preparatory		Standard 1			Standard 2			Standard 3			Standard 4			Standard 5			Standard 6		
		New	Re-peater	New	Pro-gres-sive	Re-peater	New	Pro-gres-sive	Re-peater	New	Pro-gres-sive	Re-peater	New	Pro-gres-sive	Re-peater	New	Pro-gres-sive	Re-peater	New	Pro-gres-sive	Re-peater
East Sepik	Male	187	1	305	458	69	1	641	16	2	562	19	..	567	20	..	496	52	..	442	45
	Female	102	5	145	180	21	1	255	8	3	240	6	..	224	10	..	213	5	..	144	6
West Sepik	Male	..	..	169	153	23	..	269	40	..	129	28	..	166	25	..	146	10	..	172	24
	Female	..	..	94	60	11	..	113	26	..	67	21	..	92	12	..	47	..	..	60	2
Western Highlands	Male	316	13	283	644	80	1	714	65	..	482	24	..	575	48	1	437	28	2	380	22
	Female	141	2	65	224	13	1	175	20	..	129	4	1	117	6	1	95	4	1	54	2
Eastern Highlands	Male	164	3	554	378	38	..	935	31	4	736	30	6	566	10	2	491	6	5	373	4
	Female	106	1	176	172	8	1	344	11	2	211	12	3	212	1	4	153	..	1	104	2
Chimbu	Male	185	13	189	250	66	1	826	21	1	371	32	1	404	15	..	313	18	..	207	13
	Female	69	6	56	97	25	..	215	16	..	104	6	..	114	3	..	83	4	..	48	2
Madang	Male	358	13	182	399	14	3	622	4	4	443	6	5	608	7	..	541	18	..	490	33
	Female	241	6	110	260	6	2	351	1	4	270	4	4	304	2	1	264	1	..	266	14
Morobe	Male	334	6	528	483	51	24	1,054	22	3	576	24	7	659	8	8	776	13	4	675	27
	Female	262	8	218	389	29	14	605	10	5	387	11	11	329	8	2	343	7	1	252	9
West New Britain	Male	1	..	85	4	64	..	207	13	..	130	7	..	101	4	..	92	5	..	159	8
	Female	1	1	66	4	61	..	135	6	..	104	5	..	74	3	..	47	4	..	61	5
East New Britain..	Male	241	18	304	497	63	4	766	80	..	867	30	..	590	44	1	712	42	..	703	68
	Female	200	14	275	465	39	..	646	66	..	696	30	1	529	16	1	561	44	..	507	64
Bougainville	Male	56	..	86	58	16	..	170	10	3	170	7	1	106	5	1	182	12	3	142	18
	Female	34	..	73	55	8	..	149	10	2	168	4	2	89	3	2	120	3	..	75	19
New Ireland	Male	54	1	107	128	11	2	206	13	3	174	12	2	277	13	1	212	6	..	213	12
	Female	52	..	87	123	6	..	209	14	5	142	13	..	226	7	1	170	6	1	135	8
Manus ..	Male	82	2	32	47	..	..	155	11	..	199	6	1	199	2	1	135	4	2	169	28
	Female	77	2	30	36	4	1	137	13	2	152	1	3	149	1	..	100	..	..	150	15
Total	Male	1,978	70	2,824	3,499	495	36	6,565	326	20	4,839	225	32	4,818	201	15	4,533	214	16	4,125	302
	Female	1,285	45	1,395	2,065	231	20	3,334	201	23	2,670	117	25	2,459	72	12	2,196	78	4	1,856	148



12. ADMINISTRATION AND NON-GOVERNMENT PRIMARY PUPILS: PROGRESSIVES, REPEATERS AND NEW ENTRIES INTO THE EDUCATION SYSTEM, BY DISTRICT,  
AT 30 JUNE 1970—continued  
(ii) Non-government

District	Sex	Preparatory		Standard 1			Standard 2			Standard 3			Standard 4			Standard 5			Standard 6		
		New	Re-peater	New	Pro-gres-sive	Re-peater	New	Pro-gres-sive	Re-peater	New	Pro-gres-sive	Re-peater	New	Pro-gres-sive	Re-peater	New	Pro-gres-sive	Re-peater	New	Pro-gres-sive	Re-peater
East Sepik	Male	282	7	320	1,095	104	37	1,043	145	2	1,072	107	2	969	91	1	631	41	..	449	74
	Female	198	7	163	589	82	12	519	74	7	538	52	..	388	48	..	226	24	..	161	11
West Sepik	Male	251	49	137	282	103	9	456	99	1	527	51	1	370	54	..	330	44	1	244	7
	Female	229	27	65	226	69	1	378	76	6	299	40	..	202	12	..	163	12	..	85	2
Western Highlands	Male	1,248	96	443	1,337	137	4	1,507	159	10	1,324	99	1	1,055	58	2	753	38	1	765	32
	Female	427	33	114	429	35	6	406	22	1	329	36	3	256	15	..	234	5	..	185	7
Eastern Highlands	Male	253	3	401	303	64	3	528	62	2	540	37	..	404	18	..	389	44	4	282	13
	Female	57	..	113	99	14	2	123	11	1	145	7	2	82	2	..	81	9	2	74	1
Chimbu	Male	168	10	860	162	91	4	990	81	18	747	85	2	556	17	..	398	10	..	289	29
	Female	36	1	281	34	30	..	278	29	3	161	15	1	153	7	..	109	3	..	39	4
Madang	Male	931	70	114	1,104	171	6	1,200	142	8	1,068	82	9	723	66	4	624	37	1	513	53
	Female	684	66	75	788	103	1	805	99	..	740	57	1	539	29	..	344	31	..	277	18
Morobe	Male	804	41	291	813	101	22	1,077	133	8	816	69	1	753	47	..	512	43	3	356	46
	Female	540	37	164	565	30	..	614	75	4	462	28	..	314	15	..	210	7	..	140	12
West New Britain	Male	277	15	42	657	37	7	552	91	4	632	84	4	556	61	3	434	44	..	252	25
	Female	240	18	32	663	48	2	457	66	1	611	59	..	448	78	..	334	34	..	175	6
East New Britain..	Male	331	12	352	1,024	89	4	979	68	7	912	102	1	905	93	..	823	66	1	649	51
	Female	270	5	309	869	93	6	861	42	2	861	57	..	828	40	..	772	51	2	509	62
Bougainville	Male	43	..	767	660	148	4	822	77	5	1,156	131	..	1,058	55	1	856	46	..	663	63
	Female	31	..	702	543	126	1	700	43	..	992	87	..	856	36	..	811	34	..	642	69
New Ireland	Male	273	8	472	334	68	..	598	55	..	490	67	..	488	62	..	353	34	..	252	19
	Female	204	9	454	257	54	..	507	34	..	438	56	1	436	38	..	334	23	1	288	16
Manus ..	Male	24	2	196	21	20	..	229	20	..	180	23	..	194	18	..	203	18	..	185	23
	Female	22	..	188	30	18	..	189	14	..	150	18	..	139	19	..	148	16	..	129	19
Total	Male	4,885	313	4,395	7,792	1,133	100	9,981	1,132	65	9,464	937	21	8,031	645	11	6,306	465	11	4,899	435
	Female	2,938	203	2,660	5,092	702	31	5,837	585	25	5,726	512	8	4,641	339	..	3,766	249	5	2,704	227

12. ADMINISTRATION AND NON-GOVERNMENT PRIMARY PUPILS: PROGRESSIVES, REPEATERS AND NEW ENTRIES INTO THE EDUCATION SYSTEM, BY DISTRICT,  
AT 30 JUNE 1970—continued

All Primary Schools

District	Sex	Preparatory		Standard 1			Standard 2			Standard 3			Standard 4			Standard 5			Standard 6		
		New	Re- peater	New	Pro- gres- sive	Re- peater	New	Pro- gres- sive	Re- peater	New	Pro- gres- sive	Re- peater	New	Pro- gres- sive	Re- peater	New	Pro- gres- sive	Re- peater	New	Pro- gres- sive	Re- peater
East Sepik	Male	469	8	625	1,553	173	38	1,684	161	4	1,634	126	2	1,536	111	1	1,127	93	..	891	119
	Female	300	12	308	769	103	13	774	82	10	778	58	..	612	58	..	439	29	..	305	17
West Sepik	Male	251	49	306	435	126	9	725	139	1	656	79	1	536	79	..	476	54	1	416	31
	Female	229	27	159	286	80	1	491	102	6	366	61	..	294	24	..	210	12	..	145	4
Western Highlands	Male	1,564	109	726	1,981	217	5	2,221	224	10	1,806	123	10	1,630	106	3	1,190	66	3	1,145	54
	Female	568	35	179	653	48	7	581	42	1	458	40	4	373	21	1	329	9	1	239	9
Eastern Highlands	Male	417	6	955	681	102	3	1,463	93	6	1,276	67	6	970	28	2	880	50	9	655	17
	Female	163	1	289	271	22	3	467	22	3	356	19	5	294	3	4	234	9	3	178	3
Chimbu	Male	353	23	1,049	412	157	5	1,816	102	19	1,118	117	3	960	32	..	711	28	..	496	42
	Female	105	7	337	131	55	..	493	45	3	265	21	1	267	10	..	192	7	..	87	6
Madang	Male	1,289	83	296	1,503	185	9	1,822	146	12	1,511	88	14	1,331	73	4	1,165	55	1	1,003	86
	Female	925	72	185	1,048	109	3	1,156	100	4	1,010	61	5	843	31	1	608	32	..	543	32
Morobe	Male	1,138	47	819	1,296	152	46	2,131	155	11	1,392	93	8	1,412	55	8	1,288	56	7	1,031	73
	Female	802	45	382	954	59	14	1,219	85	9	849	39	11	643	23	2	553	14	1	392	21
West New Britain	Male	278	15	127	661	101	7	759	104	4	762	91	4	657	65	3	526	49	..	411	33
	Female	241	19	98	667	109	2	592	72	1	715	64	..	522	81	..	381	38	..	236	11
East New Britain..	Male	572	30	656	1,521	152	8	1,745	148	7	1,779	132	1	1,495	137	1	1,535	108	1	1,352	119
	Female	470	19	584	1,334	132	6	1,507	108	2	1,557	87	1	1,357	56	1	1,333	95	2	1,016	126
Bougainville	Male	99	..	853	718	164	4	992	87	8	1,326	138	1	1,164	60	2	1,038	58	3	805	81
	Female	65	..	775	598	134	1	849	53	2	1,160	91	2	945	39	2	931	37	..	717	88
New Ireland	Male	327	9	579	462	79	2	804	68	3	664	79	2	765	75	1	565	40	..	465	31
	Female	256	9	541	380	60	..	716	48	5	580	69	1	662	45	1	504	29	2	423	24
Manus ..	Male	106	4	228	68	20	..	384	31	..	379	29	1	393	25	1	338	22	2	354	51
	Female	99	2	218	66	22	1	326	27	2	302	19	3	288	20	..	248	16	..	279	34
Total	Male	6,863	383	7,219	11,291	1,628	136	16,546	1,458	85	14,303	1,162	53	12,849	846	26	10,839	679	27	9,024	737
	Female	4,223	248	4,055	7,157	933	51	9,171	786	48	8,396	629	33	7,100	411	12	5,962	327	9	4,560	375



13. ADMINISTRATION AND NON-GOVERNMENT SECONDARY PUPILS: PROGRESSIVES, REPEATERS AND NEW ENTRIES INTO THE EDUCATION SYSTEM, BY DISTRICT,  
AT 30 JUNE 1970  
(i) Administration

District	Sex	Form 1			Form 2			Form 3			Form 4			Form 5			Form 6		
		New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters
East Sepik	Male	..	216	..	..	204	..	..	102	..	..	51	..	..	..	..	..	..	..
West Sepik	Female	..	36	..	..	14	..	..	11	..	..	..	..	..	..	..	..	..	..
	Male	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Western Highlands	Female	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	Male	..	124	..	..	120	..	..	56	..	..	21	..	..	..	..	..	..	..
Eastern Highlands	Female	..	27	..	..	10	..	..	5	..	..	..	..	..	..	..	..	..	..
	Male	41	120	..	..	122	..	..	89	..	..	68	..	..	..	..	..	..	..
Chimbu	Female	..	40	..	..	30	..	..	24	..	..	10	..	..	..	..	..	..	..
	Male	..	84	..	..	105	..	..	38	..	..	..	..	..	..	..	..	..	..
Madang	Female	..	44	..	..	17	..	..	9	..	..	..	..	..	..	..	..	..	..
	Male	..	232	..	..	215	..	..	103	..	..	56	..	..	..	..	..	..	..
Morobe	Female	..	94	..	..	64	..	..	25	..	..	9	..	..	..	..	..	..	..
	Male	8	277	..	3	219	..	5	153	..	3	121	..	..	..	..	..	..	..
West New Britain	Female	4	112	..	4	68	..	3	30	..	4	32	..	..	1	..	..	1	..
	Male	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
East New Britain	Female	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	Male	..	395	..	..	353	..	..	209	..	..	89	..	..	1	..	..	..	1
Bougainville	Female	..	201	..	..	201	..	..	129	..	..	36	..	..	2	..	..	..	..
	Male	..	162	..	..	123	..	1	84	..	..	23	..	..	..	..	..	..	..
New Ireland	Female	..	41	..	..	25	..	..	18	..	..	1	..	..	..	..	..	..	..
	Male	..	88	..	..	72	..	..	69	..	..	36	..	..	..	..	..	..	..
Manus	Female	..	66	..	..	35	..	..	55	..	..	18	..	..	..	..	..	..	..
	Male	..	100	..	..	71	..	..	77	..	..	32	..	..	..	..	..	..	..
Total	Female	..	54	..	..	42	..	..	30	..	..	17	..	..	..	..	..	..	..
	Male	49	1,798	1	3	1,604	4	6	980	..	3	497	1	..	..	..	..	1	1
		4	715	..	4	506	..	3	336	..	4	123	..	..	3	..	..	1	..

13. ADMINISTRATION AND NON-GOVERNMENT SECONDARY PUPILS: PROGRESSIVES, REPEATERS AND NEW ENTRIES INTO THE EDUCATION SYSTEM, BY DISTRICT,  
AT 30 JUNE 1970—continued  
(ii) Non-Government

District	Sex	Form 1			Form 2			Form 3			Form 4			Form 5			Form 6		
		New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters
East Sepik	Male	..	103	11	..	82	4	..	46	..	..	41	..	..	..	..	..	..	..
	Female	..	100	..	..	50	..	..	37	..	..	24	..	..	..	..	..	..	..
West Sepik	Male	..	89	..	..	94	1	..	31	..	..	17	..	..	..	..	..	..	..
	Female	..	29	..	..	24	..	..	..	..	..	..	..	..	..	..	..	..	..
Western Highlands	Male	..	173	10	..	123	4	..	105	4	..	16	..	..	..	..	..	..	..
	Female	..	74	3	..	44	..	..	23	..	..	..	..	..	..	..	..	..	..
Eastern Highlands	Male	1	194	1	2	145	1	..	93	..	1	56	..	..	..	..	..	..	..
	Female	1	66	..	..	44	1	..	34	..	..	7	..	..	..	..	..	..	..
Chimbu	Male	..	67	1	1	64	..	..	22	..	..	22	..	..	..	..	..	..	..
	Female	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Madang	Male	..	214	1	..	187	..	..	115	..	..	40	..	..	27	..	..	18	..
	Female	..	36	..	..	36	..	..	14	..	..	..	..	..	..	..	..	..	..
Morobe	Male	..	162	..	..	124	2	..	44	1	..	37	..	..	..	..	..	..	..
	Female	..	50	..	..	52	1	10	..	..	10	..	..	..	..	..	..	..	..
West New Britain	Male	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	Female	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
East New Britain	Male	..	306	1	..	252	4	..	167	..	..	137	..	..	27	..	..	21	..
	Female	..	164	..	..	146	..	..	62	..	..	35	..	..	..	..	..	..	..
Bougainville	Male	..	113	7	..	102	6	..	68	..	..	38	..	..	..	..	..	..	..
	Female	..	78	..	..	67	..	..	39	..	..	13	..	..	..	..	..	..	..
New Ireland	Male	..	128	..	..	97	..	..	35	1	..	38	..	..	..	..	..	..	..
	Female	..	77	..	..	33	..	..	..	..	..	..	..	..	..	..	..	..	..
Manus	Male	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	Female	..	62	..	..	39	..	..	25	..	..	15	..	..	..	..	..	..	..
Total	Male	1	1,549	31	3	1,270	22	..	726	5	1	442	2	..	54	..	..	39	..
	Female	1	736	3	..	535	2	..	244	1	..	104	..	..	3	..	..	..	..



13. ADMINISTRATION AND NON-GOVERNMENT SECONDARY PUPILS: PROGRESSIVES, REPEATERS AND NEW ENTRIES INTO THE EDUCATION SYSTEM. BY DISTRICT,  
AT 30 JUNE 1970—continued  
*All High Schools*

District	Sex	Form 1			Form 2			Form 3			Form 4			Form 5			Form 6		
		New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters	New	Pro-gres-sives	Re-peaters
East Sepik	Male	..	319	11	..	286	4	..	148	..	..	92	..	..	..	..	..	..	..
	Female	..	136	..	..	64	..	..	48	..	..	24	..	..	..	..	..	..	..
West Sepik	Male	..	89	..	..	94	1	..	31	..	..	17	..	..	..	..	..	..	..
	Female	..	29	..	..	24	..	..	..	..	..	..	..	..	..	..	..	..	..
Western Highlands	Male	..	297	10	..	243	4	..	161	4	..	37	..	..	..	..	..	..	..
	Female	..	101	3	..	54	..	..	28	..	..	..	..	..	..	..	..	..	..
Eastern Highlands	Male	42	314	1	2	267	1	..	182	..	1	124	..	..	..	..	..	..	..
	Female	1	106	..	..	74	1	..	58	..	..	17	..	..	..	..	..	..	..
Chimbu	Male	..	151	..	1	169	..	..	60	..	..	22	..	..	..	..	..	..	..
	Female	..	44	..	..	17	..	..	9	..	..	..	..	..	..	..	..	..	..
Madang	Male	..	446	1	..	402	1	..	218	..	..	96	..	..	27	..	..	18	..
	Female	..	130	..	..	100	..	..	39	..	..	9	..	..	..	..	..	..	..
Morobe	Male	8	439	..	3	343	3	5	197	..	3	158	1	..	..	..	..	..	..
	Female	4	162	..	4	120	1	3	40	1	4	42	..	..	1	..	..	1	..
West New Britain	Male	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	Female	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
East New Britain	Male	..	701	1	..	605	4	..	376	..	..	226	1	..	27	..	..	21	1
	Female	..	365	..	..	347	..	..	191	5	..	71	..	..	2	..	..	..	..
Bougainville	Male	..	275	7	..	225	6	1	152	..	..	61	..	..	..	..	..	..	..
	Female	..	119	..	..	92	..	..	57	..	..	14	..	..	..	..	..	..	..
New Ireland	Male	..	216	..	..	169	2	..	104	1	..	74	..	..	..	..	..	..	..
	Female	..	143	..	..	68	..	..	55	..	..	18	..	..	..	..	..	..	..
Manus	Male	..	100	1	..	71	..	..	77	..	..	32	..	..	..	..	..	..	..
	Female	..	116	..	..	81	..	..	55	..	..	32	..	..	..	..	..	..	..
Total	Male	50	3,347	32	6	2,874	26	6	1,706	5	4	939	3	..	54	..	..	39	1
	Female	5	1,451	3	4	1,041	2	3	580	6	4	227	..	..	3	..	..	1	..

APPENDIX XXIII

INTERNATIONAL TREATIES, CONVENTIONS AND AGREEMENTS

1. Treaties, Conventions and Agreements applying to the Territory at 30 June 1970

(A) GENERAL AND MULTILATERAL INTERNATIONAL AGREEMENTS

Description and date of signature	Applying as from—
International Agreement for the Suppression of the White Slave Traffic (18 May 1904) .. ..	7 March 1937
International Convention for the Suppression of the White Slave Traffic (4 May 1910) .. ..	7 March 1937
International Convention for the Protection of Industrial Property and Final Protocol (2 June 1911)	13 April 1926
Treaty of Peace between the Allied and Associated Powers and Germany, with Protocol (28 June 1919)	10 January 1920
Convention concerning Unemployment Indemnity in case of Loss or Foundering of the Ship (9 July 1920)	6 November 1937
Convention for fixing the Minimum Age for Admission of Children to Employment at Sea (9 July 1920)	8 July 1959
International Convention for the Suppression of the Traffic in Women and Children (30 September 1921)	2 September 1936
Convention concerning the Rights of Association and Combination of Agricultural Workers (12 November 1921)	8 July 1959
Convention concerning Workmen's Compensation in Agriculture (12 November 1921) .. ..	31 January 1966
Convention concerning the Age for Admission of Children to Employment in Agriculture (16 November 1921)	16 July 1959
Treaty between the British Empire, France, Japan and the United States of America relating to their Insular Possessions and Insular Dominions in the Pacific Ocean (13 December 1921)	17 August 1923
Supplementary Treaty between the British Empire, France, Japan and the United States of America relating to their Insular Possessions and Insular Dominions in the Pacific Ocean (6 February 1922)	17 August 1923
International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications (12 September 1923)	29 June 1935
International Convention for the Unification of Certain Rules of Law relating to Bills of Lading (25 August 1924)	4 January 1956
International Convention relating to Dangerous Drugs, with Protocol (19 February 1925) .. ..	25 September 1928
Convention concerning Equality of Treatment for National and Foreign Workers as regards Workmen's Compensation for Accidents (5 June 1925)	8 February 1961
Convention concerning Workmen's Compensation for Occupational Diseases (10 June 1925) .. ..	8 February 1961
International Convention for the Protection of Industrial Property (6 November 1925) .. ..	12 February 1933
International Sanitary Convention (21 June 1926) .. .. .	12 October 1929
International Convention with the object of Securing the Abolition of Slavery and the Slave Trade (25 September 1926)	18 June 1927
International Convention for the Protection of Literary and Artistic Works (2 June 1928) .. ..	29 July 1936
Convention concerning the Marking of the Weight on Heavy Packages transported by Vessels (21 June 1929)	9 March 1932
Universal Postal Convention (28 June 1929) .. .. .	9 July 1930
International Convention for the Unification of Certain Regulations relating to International Carriage by Air (12 October 1929)	30 October 1935
International Protocol relating to Military Obligations in certain cases of Double Nationality (12 April 1930)	25 May 1937
International Protocol relating to a Certain Case of Statelessness (12 April 1930) .. ..	1 July 1937
International Convention on the Stamp Laws in connexion with Bills of Exchange and Promissory Notes (7 June 1930)	2 December 1938
Convention concerning Forced or Compulsory Labour (28 June 1930) .. ..	1 May 1932
International Convention on the Stamp Laws in connexion with Cheques (19 March 1931) .. ..	2 December 1938
International Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs (13 July 1931)	24 April 1934
British Commonwealth Merchant Shipping Agreement (10 December 1931) .. ..	10 December 1931
International Telecommunication Convention (9 December 1932) .. ..	29 November 1934
International Sanitary Convention for Aerial Navigation (12 April 1933) .. ..	29 July 1936
Convention for Facilitating the International Circulation of Films of an Educational Character (11 October 1933)	23 March 1937
International Convention for the Suppression of the Traffic in Women of Full Age (11 October 1933)	1 November 1936
Universal Postal Convention, with Final Protocol Regulations for the Execution of the Convention and Provisions regarding the Conveyance of Letter Mail by Air (20 March 1934)	8 March 1935
International Convention for the Protection of Industrial Property (2 June 1934) .. ..	5 February 1960
International Agreement relating to Statistics of Causes of Death (19 June 1934) .. ..	4 March 1935
Convention concerning Workmen's Compensation for Occupational Diseases (revised 1934) (21 June 1934)	8 February 1961



(A) GENERAL AND MULTILATERAL INTERNATIONAL AGREEMENTS—continued

Description and date of signature	Applying from—
International Agreement for Dispensing with Bills of Health and Consular Visas on Bills of Health (22 December 1934)	21 July 1936
Convention Concerning the Employment of Women on Underground Work in Mines of all Kinds (21 June 1935)	14 December 1954
International Convention concerning the Use of Broadcasting in the Cause of Peace (23 September 1936)	2 April 1938
Procès Verbal regarding the application of certain Articles of Convention of October, 1933, for facilitating the International Circulation of Films of an Educational Character (12 September 1938)	12 February 1940
Convention Modifying the International Sanitary Convention of 21 June 1926 (31 October 1938)	28 September 1939
Universal Postal Convention (23 May 1939) .. .. .	1 July 1940
Convention on International Civil Aviation (7 December 1944) .. .. .	4 April 1947
International Air Services Transit Agreement (7 December 1944) .. .. .	28 August 1945
Charter of the United Nations (26 June 1945) .. .. .	1 November 1945
Statute of the International Court of Justice (26 June 1945) .. .. .	1 November 1945
Articles of Agreement of the International Monetary Fund (27 December 1945) .. .. .	5 August 1947
Articles of Agreement of the International Bank for Reconstruction and Development (27 December 1945)	5 August 1947
Agreement on Reparation from Germany, on the Establishment of an inter-Allied Reparation Agency and on the Restitution of Monetary Gold (14 January 1946)	25 February 1946
International Labour Organization Final Articles Revision Convention (9 October 1946) ..	15 January 1952
Protocol amending the Agreements, Conventions and Protocols on Narcotic Drugs of 23 January 1912, 11 February 1925, 19 February 1925, 13 July 1931, 27 November 1931 and 26 June 1936 (11 December 1946)	28 August 1947
Trusteeship Agreement for the Territory of New Guinea (13 December 1946) .. .. .	13 December 1946
Agreement establishing the South Pacific Commission (6 February 1947) .. .. .	29 July 1948
Universal Postal Convention (5 July 1947) .. .. .	13 October 1950
Labour Inspectorates (Non-Metropolitan Territories) Convention (11 July 1947) .. .. .	30 September 1955
International Telecommunication Convention (2 October 1947) .. .. .	7 January 1949
Convention of the World Meteorological Organization (11 October 1947) .. .. .	26 October 1950
Protocol amending the Convention of 30 September 1921, for the Suppression of the Traffic in Women and Children, and the Convention of 11 October 1933, for the Suppression of the Traffic in Women of Full Age (12 November 1947)	13 November 1947
Protocol amending the Convention of 12 September 1923, for the Suppression of the Circulation of and Traffic in Obscene Publications (12 November 1947)	13 November 1947
Convention on the Privileges and Immunities of the Specialized Agencies (21 December 1947) ..	20 November 1962
Protocol bringing under international control drugs outside the scope of the Convention of 13 July 1931, as amended by the Protocol of 11 December 1946 (19 November 1948)	1 December 1949
Convention on the Prevention and Punishment of the Crime of Genocide (9 December 1948) ..	12 January 1951
International Wheat Agreement (23 March 1949) .. .. .	1 July 1949
Protocol amending the International Agreement for the Suppression of White Slave Traffic of 18 May, 1904, and the International Convention for the Suppression of the White Slave Traffic of 4 May, 1910 (4 May 1949)	8 December 1949
Agreement to revise the Commonwealth-United States Telecommunications Agreements of 4 December, 1945 (12 August 1949)	24 February 1950
Convention relative to the Protection of Civilian Persons in time of War (12 August 1949) ..	14 April 1959
Convention for the Amelioration of the Condition of the Wounded and Sick in Armed Forces in the Field (12 August 1949)	14 April 1959
Convention for the Amelioration of the Condition of Wounded, Sick and Shipwrecked Members of the Armed Forces at Sea (12 August 1949)	14 April 1959
Convention relative to the treatment of Prisoners of War (12 August 1949) .. .. .	14 April 1959
Convention on Road Traffic (19 September 1949) .. .. .	2 June 1961
Convention relating to the status of refugees (28 July 1951) .. .. .	22 April 1954
Security Treaty between Australia, New Zealand, United States of America (1 September 1951) ..	29 April 1952
Agreement extending the Scope of the South Pacific Commission (7 November 1951) .. .. .	7 November 1951
International Plant Protection Convention (6 December 1951) .. .. .	8 September 1954
Universal Postal Convention and final Protocol thereto and Regulations, together with provisions regarding air correspondence, and final Protocol thereto (11 July 1952)	3 May 1954
Supplementary Agreement revising the provisions of Article 2 of the Commonwealth-United States Telecommunications Agreement of 12 August 1949 (1 October 1952) ..	1 October 1952
Convention on Damage Caused by Foreign Aircraft to Third Parties on the Surface (7 October 1952)	8 February 1959
International Convention to facilitate the Importation of Commercial Samples and Advertising Material (7 November 1952)	11 February 1956
International Telecommunication Convention (22 December 1952) .. .. .	22 March 1954
International Wheat Agreement (13 April 1953) .. .. .	31 October 1953



(A) GENERAL AND MULTILATERAL INTERNATIONAL AGREEMENTS—continued

Description and date of signature	Applying as from—
Protocol for Limiting and Regulating Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade in, and Use of Opium (23 June 1953)	8 March 1963
Protocol amending the Slavery Convention of 25 September 1926 (7 December 1953) .. .. .	9 December 1953
Agreement concerning the Frequency of Sessions of the South Pacific Commission (5 April 1954) ..	1 July 1954
Protocol relating to Amendments to Articles 48(a), 49(e) and 61 of the Convention of 7 December 1944 on International Civil Aviation (14 June 1954)	12 December 1956
Protocol Amending Article 45 of the International Civil Aviation Convention of 7 December 1944 (14 June 1954)	16 May 1958
South-East Asia Collective Defence Treaty and Protocol (8 September 1954) .. .. .	19 February 1955
State Treaty for the Re-establishment of an Independant and Democratic Austria (15 May 1955) ..	10 August 1961
Protocol to Amend the Convention for the Unification of Certain Rules relating to International Carriage by Air, signed at Warsaw on 12 October 1929 (28 September 1955)	1 August 1963
Plant Protection Agreement for South East Asia and Pacific Region (26 November 1955).. ..	2 July 1956
International Wheat Agreement (25 April 1956) .. .. .	27 November 1956
Convention on the Taxation of Road Vehicles for Private Use in International Traffic (18 May 1956)	1 August 1961
Supplementary Convention on the Abolition of Slavery, the Slave Trade and Institutions and Practices similar to Slavery (7 September 1956)	6 January 1958
Convention on the Nationality of Married Women (20 February 1957) .. .. .	12 June 1961
Convention concerning the Abolition of Forced Labour (25 June 1957) .. .. .	5 October 1961
Universal Postal Convention, Final Protocol thereto, Detailed Regulations for implementing the Convention, Provisions concerning Airmail and Final Protocol to the Provisions concerning Airmail (3 October 1957)	29 April 1959
Optional Protocol of Signature concerning the Compulsory Settlement of Disputes arising out of the Geneva Law of the Sea Conventions (29 April 1958)	14 May 1963
Convention on the High Seas (29 April 1958) .. .. .	13 June 1963
Convention on the Continental Shelf (29 April 1958) .. .. .	10 June 1964
Convention on the Territorial Sea and the Contiguous Zone (29 April 1958) .. .. .	10 September 1964
International Telecommunication Convention, together with Final Protocol and Additional Protocols (21 December 1959)	1 February 1962
Articles of Agreement of the International Development Association (26 January 1960) ..	24 September 1960
International Regulations for preventing Collisions at Sea, 1960 (17 June 1960) .. ..	13 January 1967
Convention Against Discrimination in Education (14 December 1960) .. .. .	1 March 1967
Single Convention on Narcotic Drugs 1961 (30 March 1961) .. .. .	31 December 1967
Vienna Convention on Diplomatic Relations, and Optional Protocol on Compulsory Settlement of Disputes (18 April 1961) .. .. .	25 February 1968
Protocol amending Article 50 (a) of the International Civil Aviation Convention of 7 December 1944 (21 June 1961)	17 July 1962
International Wheat Agreement (10 March 1962) .. .. .	16 July 1962
International Coffee Agreement (28 September 1962) .. .. .	27 December 1963
Treaty Banning Nuclear Weapons Tests in the Atmosphere, in Outer Space and Underwater (5 August 1963)	12 November 1963
Resolution for the Amendment of the Charter of the United Nations (17 December 1963) ..	31 August 1965
Constitution of the Universal Postal Union and Final Protocol; General Regulations of the Universal Postal Union and Final Protocol; Universal Postal Convention and Final Protocol; Detailed Regulations for Implementing the Universal Postal Convention; Agreement concerning Postal Parcels and Final Protocol, and Detailed Regulations concerning Postal Parcels (10 July 1964)	1 January 1966
Agreement amending the Agreement establishing the South Pacific Commission (6 October 1964)	15 July 1965
Protocol for the Extension of the International Wheat Agreement, 1962 (22 March 1965) ..	16 July 1965
Asian-Oceanic Postal Convention (16 December 1965) .. .. .	2 May 1969
Amendment to Article 109 of the United Nations Charter (20 December 1965) .. .. .	12 June 1968
Protocol for the Further Extension of the International Wheat Agreement, 1962 (4 April 1966)	16 July 1966 (Parts I, III, to VII); 1 August 1966 (Part II)
Treaty on the Principles Governing the Activities of States in the Exploration and Use of Outer Space including the Moon and other Celestial Bodies (27 January 1967) .. .. .	10 October 1967
Protocol for the Further Extension of the International Wheat Agreement, 1962 (15 May 1967) ..	16 July 1967
International Coffee Agreement (18 March 1968) .. .. .	1 October 1968
International Sugar Agreement (3–24 December 1968) .. .. .	1 January 1969
Amendment to Plant Protection Agreement for South East Asia and Pacific Region .. ..	17 July 1969



(B) BILATERAL TREATIES—EXCLUDING EXTRADITION TREATIES

Country or Organisation	Description and date of signature		Applying as from—
Austria .. ..	Agreement Relating to Air Services (22 March 1967) .. ..		22 March 1967
Austria .. ..	Convention regarding Legal Proceedings in Civil and Commercial Matters (31 March 1931)		10 November 1933
Austria .. ..	Exchange of Notes reviving 1931 Convention on Legal Proceedings (17 November 1951)		17 November 1951
Belgium .. ..	Convention—Legal Proceedings in Civil and Commercial Matters (21 June 1922)		10 October 1928
Belgium .. ..	Convention Supplementary to the Convention of 1922 (4 November 1932)		6 July 1935
Bulgaria .. ..	Treaty of Peace (10 February 1947) .. ..		10 July 1948
Canada .. ..	Agreement for the Avoidance of Double Taxation and Prevention of Fiscal Evasion with respect to Taxes on Income (1 October 1957)		21 May 1958
Ceylon .. ..	Agreement for the Establishment of Air Services (12 January 1950) ..		12 January 1950
China .. ..	Treaty Relating to the Chinese Customs Tariff, etc. (20 December 1928)		1 February 1929
Czechoslovakia ..	Convention—Legal Proceedings in Civil and Commercial Matters (11 November 1924)		9 November 1933
Czechoslovakia ..	Convention Supplementary to the Convention of 1924 (15 February 1935)		7 May 1936
Denmark .. ..	Convention—Legal Proceedings in Civil and Commercial Matters (29 November 1932)		28 February 1935
Egypt .. ..	Agreement for the Establishment of Air Services (14 June 1952) ..		12 October 1952
Egypt .. ..	Exchange of Notes modifying the Annex to the Air Services Agreement of 14 June 1952 (1 August 1955)		1 August 1955
Estonia .. ..	Agreement regarding Tonnage Measurement of Merchant Ships (24 June 1926)		24 June 1926
Estonia .. ..	Convention—Legal Proceedings in Civil and Commercial Matters (22 December 1931)		26 November 1933
Federal Republic of Germany	Convention regarding Legal Proceedings in Civil and Commercial Matters (20 March 1928)		Re-applying as from 1 July 1954
Federal Republic of Germany	Agreement regarding German External Debts (27 February 1953) ..		24 November 1954
Federal Republic of Germany	Exchange of Notes relating to War Graves (5 March 1956) ..		12 June 1957
Federal Republic of Germany	Agreement relating to Air Transport (22 May 1957) .. ..		10 January 1959
Federal Republic of Germany	Trade Agreement (14 October 1959) .. ..		1 July 1959
Federation of Malaya ..	Agreement relating to Air Services (29 September 1959) .. ..		29 September 1959
Federation of Malaya ..	Agreement concerning the Reciprocal Exchange of Planting Material between the Federation of Malaya and the Territory of Papua and New Guinea (26 November 1962)		26 November 1962
Malaysia .. ..	Agreement relating to Air Services (19 March 1964) .. ..		19 March 1964
Finland .. ..	Convention regarding Legal Proceedings in Civil and Commercial Matters (11 August 1933)		1 March 1935
Finland .. ..	Treaty of Peace (10 February 1947) .. ..		10 July 1948
France .. ..	Convention—Legal Proceedings in Civil and Commercial Matters (2 February 1922)		22 June 1928
France .. ..	War Damage Compensation Agreement (28 September 1951) ..		28 September 1951
France .. ..	Convention supplementary to the Convention of 2 February 1922 respecting legal proceedings (15 April 1936)		9 October 1959
France .. ..	Agreement relating to Air Transport (13 April 1965) .. ..		13 April 1965
Greece .. ..	Agreement respecting the Measurement of Tonnage of Merchant Ships (30 November 1926)		30 November 1926
Greece .. ..	Convention—Legal Proceedings in Civil and Commercial Matters (27 February 1936)		14 December 1938
Hungary .. ..	Convention regarding Legal Proceedings in Civil and Commercial Matters (25 September 1935)		20 August 1937
Hungary .. ..	Treaty of Peace (10 February 1947) .. ..		10 July 1948
India .. ..	Agreement for the Establishment of Air Services (11 July 1949) ..		11 July 1949
India .. ..	Exchange of Notes modifying the Air Services Agreement between Australia and India of 11 June 1949 and the Exchange of Notes associated therewith (14 December 1960)		14 December 1960
India .. ..	Exchange of Notes further modifying the Air Services Agreement of 11 June 1949 as modified by the Exchange of Notes of 14 December 1960 (10 July 1965)		10 July 1965



(B) BILATERAL TREATIES—EXCLUDING EXTRADITION TREATIES—*continued*

Country or Organisation	Description and date of signature	Applying as from—
Indonesia .. ..	Agreement for Air Services (7 March 1969) .. .. .	7 March 1967
Iran . .. .	Air Services Agreement (20 December 1960) .. .. .	31 May 1966
Iraq .. .. .	Convention—Legal Proceedings in Civil and Commercial Matters (25 July 1935)	7 October 1937
Ireland .. ..	Exchange of Notes constituting an Air Transport Agreement (26 November–30 December 1957)	26 November 1957
Italy.. .. .	Convention regarding Legal Proceedings in Civil and Commercial Matters (17 December 1930)	9 November 1933
Italy.. .. .	Treaty of Peace (10 November 1947) .. .. .	9 July 1948
Italy.. .. .	Agreement regarding War Graves and Supplementary Exchange of Notes (27 August 1953)	20 May 1955
Italy.. .. .	Agreement relating to Air Services (10 November 1960) .. .. .	10 May 1963
Japan .. .. .	Agreement respecting the Tonnage and Measurement of Merchant Ships (30 November 1922)	30 November 1922. Re-applied 27 July 1953
Japan .. .. .	Treaty of Peace (8 September 1951) .. .. .	28 April 1952
Japan .. .. .	Exchange of Notes regarding application to Australian Territories of the Agreement of 30 November 1922 respecting the Tonnage Measurement of Merchant Ships (10 September–12 October 1953)	12 October 1953
Japan .. .. .	Agreement for the Establishment of Air Services (19 January 1956) ..	27 April 1956
Japan .. .. .	Agreement on Fisheries .. .. .	25 July 1969
Latvia .. .. .	Agreement Relating to Tonnage Measurement Certificates (24 June 1927)	24 June 1927
Lebanon .. ..	Agreement for the Establishment of Air Services (29 September 1953)	15 January 1954
Lithuania ..	Convention—Legal Proceedings in Civil and Commercial Matters (24 April 1934)	31 August 1937
Malaysia .. ..	Agreement relating to Air Services (9 October 1967) .. .. .	9 October 1967
Nauru .. .. .	Agreement Relating to Air Services .. .. .	17 September 1969
Netherlands ..	Convention—Legal Proceedings in Civil and Commercial Matters (31 May 1932)	8 April 1935
Netherlands ..	Exchange of Notes between Australian and Netherlands Governments Recording Agreement of Boundary between Dutch New Guinea and Mandated Territory of New Guinea (14 September 1936)	14 September 1936
Netherlands ..	Exchange of Notes concerning Reciprocal Exemptions from Duties and Charges in respect of Non-Scheduled Flights (29 November 1956)	Entered into force 14 April 1958, retroactive to 1 July 1955
Netherlands ..	Exchange of Notes between Australia and the Netherlands extending the Australia-Netherlands Postal Parcels Agreement of 22 October 1953, to Papua, New Guinea and Netherlands New Guinea (4 August 1959)	30 September 1960
Netherlands ..	Exchange of Notes between Australia and the Netherlands for the further Amendment of the Agreement of 22 October 1953, for the Exchange of Postal Parcels (18 October 1960)	10 August 1961
New Zealand ..	Agreement relating to Air Services (25 July 1961) .. .. .	25 July 1961
Norway .. ..	Convention—Legal Proceedings in Civil and Commercial Matters (30 January 1931)	3 November 1933
Poland .. .. .	Convention—Legal Proceedings in Civil and Commercial Matters (26 August 1931)	8 December 1933
Poland .. .. .	Convention relating to the Tonnage Measurement of Merchant Ships (16 April 1934)	20 April 1935
Poland .. .. .	Exchange of Notes extending to Free City of Danzig Convention of 1934 (26 June 1936)	11 July 1936
Portugal .. ..	Agreement in regard to Tonnage Measurement of Merchant Ships (20 May 1926)	20 May 1926
Portugal .. ..	Convention—Legal Proceedings in Civil and Commercial Matters (9 July 1931)	11 November 1933
Portugal .. ..	Exchange of Notes regarding Documents of Identity for Aircraft Personnel (8 January 1940)	8 February 1940
Republic of Ireland ..	Exchange of Notes constituting an Air Transport Agreement (26 November–30 December 1957)	26 November 1957
Roumania .. ..	Treaty of Peace (10 February 1947) .. .. .	10 July 1948
Singapore .. ..	Agreement relating to Air Services (3 November 1967) .. .. .	3 November 1967
South Africa ..	Agreement for the Establishment of Air Services (4 November 1955)..	Applying from 29 July 1952



APPENDIX XXIII—continued

(B) BILATERAL TREATIES—EXCLUDING EXTRADITION TREATIES—continued

Country or Organisation	Description and date of signature	Applying as from—
South Africa .. ..	Agreement Relating to Air Services .. .. .	2 April 1970
Spain .. ..	Convention—Legal Proceedings in Civil and Commercial Matters (27 June 1929)	10 November 1933
Sweden .. ..	Convention—Legal Proceedings in Civil and Commercial Matters (28 August 1930)	2 November 1933
Switzerland .. ..	Convention—Legal Proceedings in Civil and Commercial Matters (3 December 1937)	11 March 1940
Thailand .. ..	Agreement relating to Air Services (26 February 1960) .. ..	26 February 1960
Turkey .. ..	Convention—Legal Proceedings in Civil and Commercial Matters (28 November 1931)	3 March 1935
United Kingdom ..	Agreement for the avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect of Taxes on Income (29 October 1946)	3 June 1947
United Kingdom ..	Trade Agreement (26 February 1957) .. .. .	9 November 1956
United Kingdom ..	Agreement for Air Services (7 February 1958) .. .. .	7 February 1958
United Kingdom ..	Exchange of Notes Amending Air Services Agreement, 1958 (23 June—22 August 1966)	22 August 1966
United Nations Children's Fund	Agreement concerning co-operation in relation to projects to be carried out in the Territory of Papua and the Trust Territory of New Guinea (21 December 1967)	21 December 1967
United Nations Development Programme	Agreement concerning assistance from the Special Fund for the Territory of Papua and the Trust Territory of New Guinea and accompanying Exchange of Notes (6 February 1967)	6 February 1967
United Nations Development Programme (Technical Assistance Sector)	Agreement concerning assistance in relation to projects to be carried out in the Territory of Papua and the Trust Territory of New Guinea (21 May 1968)	21 May 1968
United Nations Special Fund	Agreement concerning Assistance from the Special Fund for a Project of Research in the Control of the Coconut Rhinoceros Beetle (30 September 1964)	30 September 1964
United States of America	Agreement for the Establishment of Air Services (3 December 1946) ..	3 December 1946
United States of America	Agreement for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to Taxes on Income (14 May 1953)	1 July 1953
United States of America	Agreement for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to the Taxes on Gifts (14 May 1953)	14 December 1953
United States of America	Agreement for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to the Taxes on Estates of Deceased Persons (14 May 1953)	7 January 1954
United States of America	Exchange of Notes amending the Air Transport Agreement of 3 December 1946 (12 August 1957)	12 August 1957
United States of America	Agreement concerning the Exchange of Postal Parcels between the United States of America and the Territory of Papua and Trust Territory of New Guinea (22 May–20 June 1958)	1 October 1958
United States of America	Agreement concerning the Status of United States Forces in Australia and Protocol (9 May 1963)	9 May 1963
World Health Organisation	Agreement for the Provision of Technical Advisory Assistance to the Territory of Papua and the Trust Territory of New Guinea (17 March 1969)	17 March 1969
Yugoslavia .. ..	Convention—Legal Proceedings in Civil and Commercial Matters (27 February 1936)	23 June 1938

(C) EXTRADITION TREATIES

Country	Description and date of signature	Applying as from—
Albania .. ..	Extradition Treaty (22 July 1926) .. .. .	16 March 1928
Albania .. ..	Exchange of Notes regarding Extradition for Dangerous Drugs Offences (11 December 1935–16 May 1936)	16 May 1936
Belgium .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (29 October 1901)	1 August 1928
Belgium .. ..	Convention Supplementing Article XIV of Treaty of 1901 (5 March 1907)	1 August 1928



(C) EXTRADITION TREATIES—*continued*

Country	Description and date of signature	Applying as from—
Belgium .. ..	Convention amending Article VI of Treaty of 1901 (3 March 1911) ..	1 August 1928
Belgium .. ..	Convention extending to the Belgian Congo and Certain British Protectorates Existing Extradition Conventions between United Kingdom and Belgium (8 August 1923)	1 August 1928
Belgium .. ..	Exchanges of Notes regarding the Extension of the Convention of 1923 to certain British and Belgian Mandated Territories (28 June 1928–2 July 1928)	1 August 1928
Bolivia .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (22 February 1892)	18 February 1928
Chile .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (26 January 1897)	13 January 1928
Colombia .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (27 October 1888)	5 December 1930
Colombia .. ..	Convention Supplementary to the Treaty of 1888 (2 December 1929)	5 December 1930
Cuba .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (3 October 1904)	12 December 1931
Cuba .. ..	Convention extending to Certain Protectorates and Mandated Territories the Treaty of 1904 (17 April 1930)	12 December 1931
Czechoslovakia .. ..	Treaty for the Extradition of Criminals (11 November 1924) ..	15 July 1927
Czechoslovakia .. ..	Protocol amending Article 12 of the Treaty of 1924 (4 June 1926) ..	15 July 1927
Denmark .. ..	Convention supplementary to Treaty of 1873 (15 October 1935) ..	9 November 1936
Ecuador .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (20 September 1880)	19 January 1928
Ecuador .. ..	Convention supplementary to the Treaty of 1880 (4 June 1934) ..	8 November 1937
El Salvador .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (23 June 1881)	8 August 1930
Estonia .. ..	Convention for the Extradition of Fugitive Criminals (18 November 1925)	10 March 1927
Finland .. ..	Treaty for the Extradition of Criminals (30 May 1924) .. ..	14 December 1924
Greece .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (24 September 1910)	19 April 1928
Guatemala .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (4 July 1885)	11 September 1929
Guatemala .. ..	Protocol amending Article X of Treaty of 1885 (30 May 1914) ..	11 September 1929
Haiti .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (7 December 1874)	13 January 1928
Hungary .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (3 December 1873)	25 April 1928
Hungary .. ..	Declaration Amending Article XI of the Treaty of 3 December 1873, for the Mutual Surrender of Fugitive Criminals (26 June 1901)	25 April 1928
Hungary .. ..	Treaty Supplementary to the Treaty of 3 December 1873, Regarding Extradition (18 September 1936)	22 March 1938
Iceland .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (31 March 1873)	25 November 1937
Iceland .. ..	Exchange of Notes Regarding the Extension to Nauru and New Guinea of the Treaty of 1873 insofar as that Treaty applies to Iceland (25 November 1937)	25 November 1937
Iceland .. ..	Supplementary Convention Regarding Application of Treaty of 1873 to Iceland (25 October 1938)	13 December 1939
Iraq .. ..	Extradition Treaty (2 May 1932) .. .. ..	21 August 1934
Latvia .. ..	Treaty for the Extradition of Fugitive Criminals (16 July 1924) ..	1 January 1926
Liberia .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (16 December 1892)	16 October 1928
Lithuania .. ..	Treaty for the Extradition of Fugitive Criminals (18 May 1926) ..	11 May 1928
Luxembourg .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (24 November 1880)	28 January 1928
Luxembourg .. ..	Convention Supplementary to the Treaty of 1880 (23 January 1937) ..	1 August 1938
Luxembourg .. ..	Convention amending the Treaty of 24 November 1880 for the Mutual Surrender of Fugitive Criminals (29 May 1939)	26 September 1950
Monaco .. ..	Treaty for the Extradition of Criminals (17 December 1891) ..	5 July 1931
Monaco .. ..	Convention for the Extension to certain Protectorates and Mandated Territories of the Treaty of 1891 (27 November 1930)	5 July 1931
Netherlands .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (26 September 1898)	27 January 1928
Nicaragua .. ..	Treaty for the Mutual Extradition of Fugitive Criminals (19 April 1905)	12 January 1928
Norway .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (26 June 1873)	13 December 1928
Norway .. ..	Supplementary Agreement Respecting the Mutual Surrender of Fugitive Criminals (18 February 1907)	13 December 1928



(C) EXTRADITION TREATIES—continued

Country	Description and date of signature		Applying as from—
Panama .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (25 August 1906)		24 January 1928
Paraguay .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (12 September 1908)		16 January 1928
Paraguay .. ..	Supplementary Extradition Convention (30 September 1933) ..		22 November 1942
Peru .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (26 January 1904)		16 January 1928
Poland .. ..	Extradition Treaty (11 January 1932) .. .. .		4 January 1935
Portugal .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (17 October 1892)		23 June 1934
Portugal .. ..	Supplementary Extradition Convention (20 January 1932) ..		23 June 1934
Roumania .. ..	Treaty for the Mutual Surrender of Fugitive Criminals and Protocol (21 March 1893)		12 January 1929
Roumania .. ..	Protocol explanatory of Section 21 of Article 2 of the Extradition Treaty of 21 March 1893 (13 March 1894)		12 January 1929
San Marino .. ..	Treaty for the Mutual Extradition of Fugitive Criminals (16 October 1899)		19 July 1934
Spain .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (4 June 1878) ..		13 February 1928
Spain .. ..	Declaration amending Treaty of 1878 (19 February 1889) ..		13 February 1928
Switzerland .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (26 November 1880)		19 September 1929
Switzerland .. ..	Convention supplementing Article XVIII of Treaty of 1880 (29 June 1904)		19 September 1929
Switzerland .. ..	Convention supplementary to Treaty of 1880 (19 December 1934) ..		3 January 1936
Thailand .. ..	Treaty respecting the Extradition of Fugitive Criminals (4 March 1911)		27 February 1928
United States of America	Extradition Treaty (22 December 1931) .. .. .		30 August 1935
Yugoslavia .. ..	Treaty for the Mutual Extradition of Fugitive Criminals (6 December 1900)		1 November 1928

(D) INTERNATIONAL AGREEMENTS WITH ENEMY AND EX-ENEMY COUNTRIES WHICH APPLIED TO THE TERRITORY PRIOR TO 3 SEPTEMBER 1939. THE FUTURE STATUS OF THESE AGREEMENTS HAS YET TO BE DETERMINED

Country	Description and date of signature		Applying as from—
Austria .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (3 December 1873)		23 January 1928
Austria .. ..	Declaration amending Article II of the Treaty of 3 December 1873 for the Mutual Surrender of Fugitive Criminals (26 January 1901)		23 January 1928
Austria .. ..	Supplementary Extradition Convention additional to 1873 Treaty (29 October 1934)		30 August 1935
Germany .. ..	Treaty for the Mutual Surrender of Fugitive Criminals (14 May 1872) ..		17 August 1930
Germany .. ..	Agreement between the Government of the Commonwealth of Australia and the German Government regarding the Release of Property Rights and Interest of German Nationals with Exchange of Notes (17 January 1930)		26 May 1930

2. TRUSTEESHIP AGREEMENT FOR THE TERRITORY OF NEW GUINEA

*Approved by the General Assembly of the United Nations at the Sixty-Second Plenary Meeting of its First Session on 13th December 1946*

The Territory of New Guinea has been administered in accordance with Article 22 of the Covenant of the League of Nations and in pursuance of a mandate conferred upon His Britannic Majesty and exercised on His behalf by the Government of the Commonwealth of Australia.

The Charter of the United Nations, signed at San Francisco on 26th June 1945, provides by Article 75 for the establishment of an international trusteeship system for the administration and supervision of such territories as may be placed thereunder by subsequent individual agreements.

The Government of Australia now undertakes to place the Territory of New Guinea under the trusteeship system, on the terms set forth in the present Trusteeship Agreement.

Therefore the General Assembly of the United Nations, acting in pursuance of Article 85 of the Charter, approves the following terms of trusteeship for the Territory of New Guinea, in substitution for the terms of the Mandate under which the Territory has been administered.

#### *Article 1*

The Territory to which this Trusteeship Agreement applies (hereinafter called the Territory) consists of that portion of the island of New Guinea and the groups of islands administered therewith under the Mandate dated 17th December 1920, conferred upon His Britannic Majesty and exercised by the Government of Australia.

#### *Article 2*

The Government of Australia (hereinafter called the Administering Authority) is hereby designated as the sole authority which will exercise the administration of the Territory.

#### *Article 3*

The Administering Authority undertakes to administer the Territory in accordance with the provisions of the Charter and in such a manner as to achieve in the Territory the basic objectives of the international trusteeship system, which are set forth in Article 76 of the Charter.

#### *Article 4*

The Administering Authority will be responsible for the peace, order, good government and defence of the Territory and for this purpose will have the same powers of legislation, administration and jurisdiction in and over the Territory as if it were an integral part of Australia and will be entitled to apply to the Territory, subject to such modifications as it deems desirable, such laws of the Commonwealth of Australia as it deems appropriate to the needs and conditions of the Territory.

#### *Article 5*

It is agreed that the Administering Authority, in the exercise of its powers under Article 4 will be at liberty to bring the Territory into a customs, fiscal or administrative union or federation with other dependent territories under its jurisdiction or control, and to establish common services between the Territory and any or all of these territories, if in its opinion it would be in the interests of the Territory and not inconsistent with the basic objectives of the trusteeship system to do so.

#### *Article 6*

The Administering Authority further undertakes to apply in the Territory the provisions of such international agreements and such recommendations of the specialized agencies referred to in Article 57 of the Charter as are, in the opinion of the Administering Authority, suited to the needs and conditions of the Territory and conducive to the achievement of the basic objectives of the trusteeship system.

#### *Article 7*

The Administering Authority may take all measures in the Territory which it considers desirable to provide for the defence of the Territory and for maintenance of international peace and security.

#### *Article 8*

The Administering Authority undertakes that in the discharge of its obligations under Article 3 of this agreement:

1. It will co-operate with the Trusteeship Council in the discharge of all the Council's functions under Articles 87 and 88 of the Charter.
2. It will, in accordance with its established policy:
  - (a) take into consideration the customs and usages of the inhabitants of New Guinea and respect the rights and safeguard the interests, both present and future, of the indigenous inhabitants of the Territory, and in particular ensure that no rights over native land in favour of any person not an indigenous inhabitant of New Guinea may be created or transferred except with the consent of the competent public authority;
  - (b) promote, as may be appropriate to the circumstances of the Territory, the educational and cultural advancement of the inhabitants;
  - (c) assure to the inhabitants of the Territory, as may be appropriate to the particular circumstances of the Territory and its peoples, a progressively increasing share in the administrative and other services of the Territory; and
  - (d) guarantee to the inhabitants of the Territory, subject only to the requirements of public order, freedom of speech, of the press, of assembly and of petition, freedom of conscience and worship and freedom of religious teaching.



APPENDIX XXIV

CLIMATIC CONDITIONS

1. MONTHLY MEAN MAXIMUM AND MINIMUM TEMPERATURE, RELATIVE HUMIDITY, RAINFALL AND RAIN DAYS,  
IN MAJOR TOWNS FOR YEAR ENDED 30 JUNE 1970

Place	Month			Mean maximum temperature	Mean minimum temperature	Mean 9 a.m. relative humidity	Rainfall	Rain days
				°F	°F	%	Points	No.
Lae ..	1969—							
	July ..	..	..	82.2	72.3	88	1,625	22
	August ..	..	..	82.0	71.7	89	3,166	27
	September ..	..	..	82.5	72.5	87	2,557	20
	October ..	..	..	83.9	72.8	83	2,472	23
	November ..	..	..	86.5	74.0	80	1,239	17
	December ..	..	..	87.2	75.6	77	1,238	14
	1970—							
	January ..	..	..	88.3	75.5	77	637	16
	February ..	..	..	90.2	77.0	73	509	15
	March ..	..	..	87.0	75.6	75	1,794	20
	April ..	..	..	86.5	74.9	78	1,927	17
	May ..	..	..	84.1	73.9	87	2,564	28
	June ..	..	..	82.5	73.2	90	2,141	26
Rabaul—	1969—							
	July ..	..	..	87.7	75.2	80	217	10
	August ..	..	..	86.4	74.3	80	413	17
	September ..	..	..	86.8	74.3	79	585	18
	October ..	..	..	88.3	75.4	75	422	9
	November ..	..	..	88.1	74.5	76	853	19
	December ..	..	..	86.2	74.5	81	1,081	23
	1970—							
	January ..	..	..	87.3	73.7	77	946	20
	February ..	..	..	86.9	74.9	81	1,987	20
	March ..	..	..	86.8	75.3	81	1,170	23
	April ..	..	..	87.5	75.0	81	368	18
	May ..	..	..	88.0	75.3	79	279	13
	June ..	..	..	87.9	75.4	78	518	11
Madang ..	1969—							
	July ..	..	..	85.0	74.1	82	411	16
	August ..	..	..	85.3	74.0	87	634	13
	September ..	..	..	85.1	74.2	82	920	17
	October ..	..	..	86.3	74.1	79	596	16
	November ..	..	..	86.7	74.1	79	1,817	22
	December ..	..	..	87.0	71.7	82	1,807	26
	1970—							
	January ..	..	..	86.5	74.0	87	1,514	25
	February ..	..	..	86.8	74.5	87	854	20
	March ..	..	..	86.1	74.3	87	1,326	27
	April ..	..	..	86.9	74.6	84	1,830	23
	May ..	..	..	86.4	74.1	84	1,029	26
	June ..	..	..	86.3	73.9	85	839	19

# APPENDIX XXV

## RELIGIOUS MISSIONS

### 1. RELIGIOUS DENOMINATIONS OF THE POPULATION

(As recorded during the Population Census, June–July 1966)

Religion	Indigenes			Non-Indigenes			Persons		
	Males	Females	Total	Males	Females	Total	Males	Females	Total
Christian—									
Baptist .. ..	22,474	21,117	43,591	249	224	473	22,723	21,341	44,064
Brethren .. ..	1,903	1,495	3,398	60	77	137	1,963	1,572	3,535
Catholic, Roman(a)	291,816	263,445	555,261	2,169	1,611	3,780	293,985	265,056	559,041
Catholic(a) ..	1,288	652	1,940	1,386	1,137	2,523	2,674	1,789	4,463
Church of Christ ..	1,098	913	2,011	42	38	80	1,140	951	2,091
Church of England ..	17,528	15,532	33,060	2,667	1,870	4,537	20,195	17,402	37,597
Congregational ..	11	7	18	43	45	88	54	52	106
Evangelical Alliance	31,995	30,896	62,891	102	104	206	32,097	31,000	63,097
Lutheran .. ..	277,366	270,920	548,286	752	754	1,506	278,118	271,674	549,792
Methodist .. ..	46,598	38,333	84,931	1,088	879	1,967	47,686	39,212	86,898
Orthodox .. ..	26	12	38	25	13	38	51	25	76
Papua Ekalesia ..	2,703	1,487	4,190	14	6	20	2,717	1,493	4,210
Presbyterian ..	27	8	35	682	461	1,143	709	469	1,178
Protestant (undefined)	88	32	120	134	97	231	222	129	351
Salvation Army ..	88	106	194	20	24	44	108	130	238
Seventh Day Adventist	25,716	22,692	48,408	162	192	354	25,878	22,884	48,762
United Church (undefined) .. ..	25	9	34	26	21	47	51	30	81
Other Christian (including Christian undefined) ..	23,805	23,857	47,662	200	181	381	24,005	24,038	48,043
Total Christian ..	744,555	691,513	1,436,068	9,821	7,734	17,555	754,376	699,247	1,453,623
Non-Christian—									
Hebrew .. ..	..	..	..	12	6	18	12	6	18
Indigenous religion(b)	59,809	51,209	111,018	3	6	9	59,812	51,215	111,027
Other non-Christian	121	127	248	155	17	172	276	144	420
Total non-Christian	59,930	51,336	111,266	170	29	199	60,100	51,365	111,465
Indefinite .. ..	4,102	3,964	8,066	38	20	58	4,140	3,984	8,124
No religion(b) ..	..	..	..	920	322	1,242	920	322	1,242
No reply .. ..	1,568	1,392	2,960	797	441	1,238	2,365	1,833	4,198
Grand Total ..	810,155	748,205	1,558,360	11,746	8,546	20,292	821,901	756,751	1,578,652

(a) As stated in Individual Census Schedules or Interview Questionnaires. (b) Replies of 'No religion' by Indigenes have been combined with the category 'Indigenous religion'.



2. NUMBER OF NON-INDIGENOUS MISSIONARIES BY NATIONALITY AND SEX AT 30 JUNE 1969

Nationality					Males	Females	Persons
Austrian	..	..	..	..	12	16	28
Belgium	..	..	..	..	..	..	..
British	..	..	..	..	653	672	1,325
Canadian	..	..	..	..	3	5	8
Dutch	..	..	..	..	69	32	101
French	..	..	..	..	2	5	7
German	..	..	..	..	239	141	380
Italian	..	..	..	..	10	1	11
Polish	..	..	..	..	13	1	14
Swiss	..	..	..	..	22	28	50
U.S. American	..	..	..	..	254	146	400
Other	..	..	..	..	25	28	53
Total	..	..	..	..	1,302	1,075	2,377

TABLE 3. TERRITORY OF PAPUA AND NEW GUINEA: RESOURCES AVAILABLE TO RELIGIOUS ORGANISATIONS FOR 1968-69

						\$'000	\$'000	%
Overseas Aid (including value of imports received as gifts)								
from—								
Australia	..	..	..	..	..	1,904		
Other Countries	..	..	..	..	..	4,005		
							5,909	40.8
Administration Aid—								
Building grants	..	..	..	..	..	242		
Health grants	..	..	..	..	..	593		
Health materials	..	..	..	..	..	636		
Education grants	..	..	..	..	..	2,056		
Education materials	..	..	..	..	..	594		
							4,121	28.4
Other local aid—								
Cash donations	..	..	..	..	..	435		
Food, etc.	..	..	..	..	..	1,005		
							1,440	9.9
Food produced and consumed in institutions, etc.	..	..	..	..	..	..	263	1.8
Loans and borrowings	..	..	..	..	..	..	415	2.9
Operating surplus of commercial enterprises	..	..	..	..	..	..	1,643	11.3
Depreciation (commercial and non-commercial enterprises)	..	..	..	..	..	..	222	1.5
Other receipts	..	..	..	..	..	..	488	3.4
Total	..	..	..	..	..	..	14,501	100.0

TABLE 4. TERRITORY OF PAPUA AND NEW GUINEA: ALLOCATION OF AVAILABLE RESOURCES  
TO RELIGIOUS ORGANISATIONS IN 1968-69

				\$'000	\$'000	%
<i>Current Expenditure on—</i>						
Education—						
Wages and salaries, etc.	..	..	..	2,501		
Other (materials, etc.)	..	..	..	1,489		
					3,990	27.5
Health—						
Wages and salaries, etc.	..	..	..	1,255		
Other (materials, etc.)	..	..	..	1,081		
					2,336	16.0
Religious and other activities—						
Wages and salaries, etc.	..	..	..	2,372		
Other (materials, etc.)	..	..	..	1,606		
					3,978	27.5
<i>Capital expenditure on—</i>						
Education—						
Buildings and other structures	..	..	..	1,189		
Other capital items	..	..	..	198		
					1,387	9.6
Health—						
Buildings and other structures	..	..	..	426		
Other capital items	..	..	..	132		
					558	3.9
Religious and other activities—						
Buildings and other structures	..	..	..	1,082		
Other capital items	..	..	..	382		
					1,464	10.1
Commercial activities—						
Buildings and other structures	..	..	..	384		
Other capital items	..	..	..	233		
Increase in value of stocks	..	..	..	68		
					685	4.7
Other expenditure and balancing item	..	..			103	0.7
Total	..	..	..		14,501	100.0
<i>Total expenditure on—</i>						
Education	..	..	..		5,377	37.1
Health	..	..	..		2,894	20.0
Religious and other activities	..	..	..		5,442	37.5
Capital formation—commercial activities	..	..			685	4.7
Other expenditure and balancing item	..	..			103	0.7
Total	..	..	..		14,501	100.0



# APPENDIX XXVI

## NATIONAL INCOME ESTIMATES FOR TERRITORY OF PAPUA AND NEW GUINEA

### 1. TOTAL MARKET SUPPLIES FOR YEARS ENDED 30 JUNE 1964 TO 1970

	1964	1965	1966	1967	1968	1969p	1970p
	\$ million	\$ million	\$ million	\$ million	\$ million	\$ million	\$ million
<i>Monetary Sector—</i>							
Wages, Salaries and Supplements ..	72.3	89.7	103.0	113.7	128.6	139.9	174.0
Primary Production Income—							
(i) Market Production .. ..	15.2	17.8	19.6	21.4	25.3	31.9	37.9
(ii) Non-market Production ..	17.3	19.8	21.0	22.0	25.0	27.3	30.6
Total Primary Production ..	32.5	37.6	40.6	43.4	50.3	59.2	68.5
Company Income .. ..	12.3	14.0	19.1	23.0	29.8	34.0	41.3
Operating Surplus of Public Authorities							
Business .. ..	0.4	0.7	0.6	1.0	0.6	0.4	1.0
Other Business Income .. ..	9.0	10.0	11.0	13.9	14.6	16.7	24.5
Income from Property .. ..	1.9	1.8	1.4	1.6	1.9	2.2	2.5
<i>Monetary Sector Income</i> .. ..	128.4	153.8	175.7	196.6	225.8	252.4	311.8
Allowance for Depreciation .. ..	6.8	6.9	9.2	12.3	14.4	16.1	17.9
<i>Gross Monetary Sector Product at Factor Cost</i> .. ..	135.2	160.7	184.9	208.9	240.2	268.5	329.7
Indirect Taxes less Subsidies .. ..	6.9	8.1	10.6	14.2	15.9	17.4	23.9
<i>Gross Monetary Sector Product at Market Prices</i> .. ..	142.1	168.8	195.5	223.1	256.1	285.9	353.6
Imports and Other Payments for Goods and Services .. ..	93.1	110.9	138.8	157.4	178.3	187.6	264.3
<i>Market Supplies of Monetary Sector</i> .. ..	235.2	279.7	334.3	380.5	434.4	473.5	617.9
<i>Subsistence Sector—</i>							
Subsistence Sector Income .. ..	172.8	174.8	179.7	185.2	190.1	188.7	190.0
Total Market Supplies ..	408.0	454.5	514.0	565.7	624.5	662.2	807.9

p = provisional.

## 2. TOTAL MARKET EXPENDITURE FOR YEARS ENDED 30 JUNE 1964 TO 1970

	1964	1965	1966	1967	1968	1969p	1970p
	\$ million	\$ million	\$ million	\$ million	\$ million	\$ million	\$ million
<i>Monetary Sector—</i>							
Personal Consumption—							
(i) Market Supplies .. .. .	74.2	82.0	99.1	110.5	124.2	134.7	160.4
(ii) Non-market Supplies .. .. .	17.3	19.8	21.0	22.0	25.0	27.3	30.6
Total Personal Consumption ..	91.5	101.8	120.1	132.5	149.2	162.0	191.0
Statistical Discrepancy .. .. .	0.6	..	—0.6	—0.2	0.3	—0.4	—3.4
Net Current Expenditure on Goods and Services							
1. Mission .. .. .	4.6	5.1	6.0	6.4	7.2	6.4	6.9
2. Public Authorities—							
Administration .. .. .	39.5	43.6	49.8	57.8	65.0	74.1	82.0
Local Government Councils .. .. .	0.2	0.3	0.4	0.7	0.8	0.8	1.4
Commonwealth Departments and Instrumentalities .. .. .	6.9	8.4	9.9	11.6	13.7	17.9	20.3
Total Net Current Expenditure ..	51.2	57.4	66.1	76.5	86.7	99.2	110.6
Gross Domestic Capital Formation—							
1. Private .. .. .	13.4	19.5	32.9	40.3	47.5	51.4	131.7
2. Mission .. .. .	0.6	0.8	1.2	1.4	1.5	2.1	2.3
3. Public Authorities—							
Administration .. .. .	21.6	26.6	28.2	33.6	39.8	41.4	49.9
Papua and New Guinea Electricity Commission .. .. .	0.7	2.3	4.3	5.3	2.9	3.7	4.4
Local Government Councils .. .. .	0.5	0.6	0.9	1.2	1.7	2.3	3.2
Commonwealth Departments and Instrumentalities .. .. .	6.5	7.0	17.7	25.0	17.6	12.0	10.2
4. Increase in the Value of Stocks .. .. .	2.9	8.4	7.3	3.6	7.3	7.3	7.3
Total Gross Domestic Capital Formation .. .. .	46.2	65.2	92.5	110.4	118.3	120.2	209.0
Gross Monetary Sector Expenditure ..	189.5	224.4	278.1	319.2	354.5	381.0	507.2
Exports and Other Receipts for Goods and Services .. .. .	45.7	55.3	56.2	61.3	79.9	92.5	110.7
<i>Market Expenditure of Monetary Sector</i> ..	235.2	279.7	334.3	380.5	434.4	473.5	617.9
<i>Subsistence Sector—</i>							
Subsistence Sector Expenditure—							
1. Consumption .. .. .	133.3	134.4	138.6	143.4	146.7	144.4	144.7
2. Private Investment, Replacement and Maintenance .. .. .	9.6	9.8	10.3	10.0	10.4	10.5	10.8
3. Community Investment, Replacement and Maintenance .. .. .	29.9	30.6	30.8	31.8	33.0	33.8	34.5
<i>Subsistence Sector Expenditure</i> ..	172.8	174.8	179.7	185.2	190.1	188.7	190.0
Total Market Expenditure ..	408.0	454.5	514.0	565.7	624.5	662.2	807.9

p = provisional



APPENDIX XXVI—*continued*

## 3. TERRITORY OF PAPUA AND NEW GUINEA: BALANCE OF PAYMENTS: PROVISIONAL ESTIMATES FOR YEARS ENDED 30 JUNE 1964 TO 1970

	Year ended 30 June—						
	1964	1965	1966	1967	1968	1969p.	1970p.
	\$ million	\$ million	\$ million	\$ million	\$ million	\$ million	\$ million
Current Account—							
Exports f.o.b.* .. ..	35	42	43	45	58	64	69
Imports f.o.b.* .. ..	63	77	99	113	127	133	194
Balance of Trade ..	—28	—35	—56	—68	—69	—69	—125
Invisible credits—							
Gold production .. ..	1	1	1	1	1	1	1
Transportation .. ..	4	4	4	5	6	7	9
Travel .. ..	4	6	6	8	11	17	15
Property income .. ..	1	1	1	2	2	n.a.	n.a.
Miscellaneous .. ..	1	2	2	2	3	3	18
Invisible debits—							
Transportation .. ..	13	15	17	20	23	25	37
Travel .. ..	9	10	12	13	13	15	16
Property income .. ..	7	6	8	8	9	n.a.	n.a.
Miscellaneous .. ..	8	9	10	11	14	15	20
Total invisibles (net) ..	—26	—26	—33	—34	—36	n.a.	n.a.
Balance of Goods and Services .. ..	—54	—61	—89	—102	—105	n.a.	n.a.
Transfers—							
Private transfers (net) ..	..	1	2	3	..	n.a.	n.a.
Commonwealth expenditure	13	15	28	36	33	32	36
Grant to Administration ..	51	56	62	70	78	87	97
Total transfers (net) ..	64	72	92	109	111	n.a.	n.a.
Balance on Current Account	10	11	3	7	6	n.a.	n.a.

Capital Items—Because the Territory of Papua and New Guinea is part of the Australian monetary system, it is not possible to give reliable estimates for capital items before complex statistical investigations, now under way, have been completed.

\* Recorded trade statistics adjusted for balance of payments purposes.  
p = preliminary

APPENDIX XXVII

OVERSEAS TOURS

1. TOTAL DEPARTURES YEAR ENDED 30 JUNE 1970

Departures from the Territory—Total	..	..	1,475
Permits	..	..	667
Exemptions	..	..	808
<hr/>			
<i>Category</i>			
Holidays	..	..	299
Conferences	..	..	156
Government purposes	..	..	102
Army	..	..	124
House of Assembly	..	..	15
Religious Training	..	..	32
Students	..	..	166
Married to non-natives	..	..	31
Industrial training	..	..	137
Seamen	..	..	355
Sporting charters	..	..	57
Adoptions	..	..	1
<hr/>			
1,475			
<hr/>			



APPENDIX XXVIII

INDEX: TRUSTEESHIP COUNCIL QUESTIONNAIRE

REFERENCES ARE TO QUESTIONS IN THE QUESTIONNAIRE OF THE TRUSTEESHIP COUNCIL (DOCUMENT T/1010) AND TO QUESTIONS ADDED AT THE TWENTY-SECOND SESSION OF THE COUNCIL (DOCUMENT T/1010/ADD.1). THE LATTER HAVE BEEN INDICATED BY THE LETTERS 'a' AND 'b'.

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